

# THE DEPARTMENT OF STATE BULLETIN

VOL. XV, NO. 378

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THE DEPARTMENT OF STATE

# BULLETIN

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## Tripartite Commission for the Restitution of Monetary Gold

1. In order to implement Part III of the Agreement on Reparation, signed in Paris on January 14th, 1946,<sup>1</sup> the Government of the United States of America, His Majesty's Government of the United Kingdom and Northern Ireland, and the Government of France have established, on September 27th, 1946, a Commission known as the Tripartite Commission for the Restitution of Monetary Gold.<sup>2</sup>

2. Each of the three Governments will appoint as from September 27th, 1946, a Commissioner as its representative on the Commission.

3. The Tripartite Commission for the Restitution of Monetary Gold shall normally sit in Brussels, but shall be independent of the Inter-Allied Reparation Agency already located there. The Commission is nevertheless empowered to communicate, on behalf of the three Governments concerned, with the Allied Governments, Members of the Inter-Allied Reparation Agency, through the Delegates accredited to the Agency by those Governments, with the Secretariat of the Agency, and, when necessary, with other Governments, on questions arising out of Part III of the Paris Agreement on Reparation.

4. The official languages of the Tripartite Commission for the Restitution of Monetary Gold shall be English and French.

5. The functions of the Tripartite Commission for the Restitution of Monetary Gold shall be:

(a) To request the submission of and to receive from Governments claiming the right to participate in the division of monetary gold found in Germany or which may be recovered from a third country to which it was transferred from Germany, claims for restitution of gold looted by or wrongfully removed to Germany, supported by detailed and verifiable data regarding such losses.

(b) To scrutinize claims received and to determine the share of each claimant Government in the pool of monetary gold to be distributed by way of restitution in accordance with Part III of the Paris Agreement on Reparation and any other pertinent agreements.

(c) In due course to announce the total value of the pool of monetary gold which will become available for distribution by way of restitution.

(d) When all claims for restitution have been received and adjudicated upon, to announce the share in the pool of monetary gold available for restitution to each country entitled to participate in the pool.

(e) In such other ways as shall be decided by the three Governments establishing the Commission, to assist in the distribution of the pool of monetary gold available for restitution.

(f) To perform such administrative acts as may be necessary to carry out the functions referred to in sub-paragraphs (a) through (e) above, including, without limiting the generality of the foregoing, the opening and maintaining of bank accounts, and the making of contracts for the performance of necessary services. Expenses of the Commission incident to the carrying out of its functions shall be a first charge against the fund of monetary gold to be distributed.

6. Decisions of the Commission shall be by unanimous agreement of its members.

7. An official publication of the above text is being made in the *London Gazette*, the *State Department Bulletin*, and in the *Journal Officiel de la République Française*.

September 27th, 1946

<sup>1</sup> For text of the Agreement, see BULLETIN of Jan. 27, 1946, p. 114.

<sup>2</sup> Minister Russell H. Dorr, United States delegate to the Inter-Allied Reparation Agency, represents the United States on this Commission. Sir Desmond Morton is the representative of the United Kingdom, and M. Jacques Rueff represents France.

# German Documents: Conferences With Japanese Representatives<sup>1</sup>

## MEMORANDUM OF CONVERSATION BETWEEN THE REICH FOREIGN MINISTER AND AMBASSADOR OSHIMA AT BERLIN, NOVEMBER 28, 1943

**A**FTER SOME OPENING DISCUSSION of the bombing terror directed against Berlin, Ambassador Oshima described briefly the impressions gained on his inspection tour along the Atlantic Wall. He spoke very appreciatively of the strength of the fortifications, which had far exceeded his expectations, as well as of the outstanding morale of the troops. With regard to a hostile landing attempt his impression was that the English would rather try to form a bridgehead in Brittany between Cherbourg and Brest than on the Belgian coast, but that they would do this only on account of its propaganda value in respect to Russia.

The Reich Foreign Minister then stated that he had invited the Ambassador in order to discuss with him confidentially the subject which had been taken up in their last conversation at his field headquarters. He had furnished the Ambassador at that time a number of the reports which were in his hands from agents on the subject of the withdrawal of Russian forces from the Far East and at the same time he had referred to the favorable opportunity presenting itself for an attack by Japan on Russia in case these reports were true. He had also referred to reports which stated that certain assurances had been given by Tokyo to Moscow which went beyond the limits of the existing non-aggression pact. He had called attention to both of these types of reports at their last meeting in the same sort of open and frank ex-

change of views that had prevailed between them for years, and, just as always, he had considered it his duty on this occasion also to discuss both questions with him, the Ambassador of their ally, Japan, with entire frankness. He expected that the Ambassador, in case the situations were reversed, would employ the same frankness.

Unfortunately, following their last conversation, a regrettable misunderstanding had arisen. The Japanese General Staff had given a reply to their conversation, which had been conducted on a purely political level, before the reply had been transmitted by way of the political authorities, to wit, from Foreign Minister Shigemitsu to Ambassador Stahmer. This reply had only later been conveyed in the form of a memorandum. In the answer of the General Staff there appeared expressions which were entirely incomprehensible to the Reich Foreign Minister and which were completely misleading. The General Staff had stated that its honor had been wounded. Also from its exposition conclusions were drawn to the effect that "the German leadership might possibly have other political intentions." At the same time the request was made that no political agency, meaning therefore neither the Reich Foreign Minister nor Ambassador Oshima, be informed at all of the reaction of the General Staff.

The Reich Foreign Minister again stated emphatically that the point of view of the Japanese General Staff, which, from the fact that we had informed our allies of certain weaknesses of the Russians, drew conclusions pointing to German weaknesses or even the collapse of the German eastern front, was entirely incorrect, just as was

<sup>1</sup>These are translations of documents on German-Japanese conversations, secured from German Government files, and are among the German official papers which the BULLETIN is currently publishing. They have been selected and translated by J. S. Beddie, an officer in the Division of Policy Research, Office of U.S. Public Affairs, Department of State.



the conclusion that the German leadership was intending to proceed along new political paths. Such a supposition he would have to refute energetically. It had only been his intention to discuss openly with their allies, on the basis of reports which were on hand, how they might on either side best divide the burdens of the struggle and where one of them might perhaps assist the other in the common interest.

Ambassador Oshima asked to be allowed to make a clarifying statement on this subject. It was known to them that the German General Staff for some time had held the view that there were supplementary agreements in existence between Moscow and Tokyo and also that the Russians had removed the larger part of their Far Eastern army to the West for the battle against Germany. He had, therefore, following the last conversation with the Reich Foreign Minister, considered it would be for the best if Tokyo would once and for all take a final stand on both of these questions, and accordingly he had telegraphed to Tokyo the request that Foreign Minister Shigemitsu should give Ambassador Stahmer a comprehensive answer to the questions regarding the alleged supplementary agreements and that, on the other hand, the Japanese General Staff should explain to General Kretschmer the views of the Japanese General Staff about the prevailing strength of the Russian Far Eastern army and the withdrawal of Russian forces to the West.

To the question from the Reich Foreign Minister as to how these two matters were connected with the wounding of Japanese honor the Ambassador replied that it certainly did not involve the official point of view of the Japanese General Staff, which had been stated in the conversation between General Kretschmer and Lieutenant Colonel Saigo, but there had possibly arisen among the younger officers of the General Staff a fear that Germany might be capable of betraying Japan in a way similar to what had been done by Badoglio's Italy. He was sure that the conversation which had been reported to him had been more in the nature of a private conversation between Herr Kretschmer and Herr Saigo. With regard to the strength of the Russian Far Eastern army the experts on the Japanese side and on the German side were in agreement. Also here in Berlin repeated conferences had taken place between the Russian specialist on the German General Staff, Colonel Gehlen,

and the head of the Russian section of the Japanese Embassy, Lieutenant Colonel Kotani, in which, by and large, complete agreement had been attained in their conclusions about the division of the Russian forces.

To a question from the Reich Foreign Minister regarding the Japanese theater of war the Ambassador declared that the Japanese Navy had been able to achieve great successes at Bougainville. It was noteworthy that, according to the reports which had come in up to this time, the Americans had not been conducting these operations by themselves, but the English had been taking part also. Two English battleships of the *George V* and *Renown* class had been employed in action and had been sunk by Japanese torpedo planes. It had become completely evident that the English and the Americans had intended to make a large-scale attack in the southern area, which fortunately had been frustrated.

The Reich Foreign Minister then informed the Ambassador of an especially reliable report according to which Secretary of State Hull in Moscow had requested of the Russians airplane bases for the bombing of Japan. Stalin had rejected this request, however, with the remark that at a later time the question would be given further consideration.

To Oshima's question about the results of the Moscow Conference the Reich Foreign Minister stated that at Moscow there had been apparently three subjects principally discussed:

1. Stalin had urgently requested the second front which England had promised.
2. Every means had been attempted to draw Turkey into the war on the side of the Allies. This had not succeeded.
3. It had been decided to hasten the conduct of the war against Germany by the use of all means.

Accordingly the question of Far Eastern bases for the U.S.A. had been postponed for the moment. Germany on the other hand would therefore have to count on stronger attacks being made on Europe.

The Reich Foreign Minister then communicated to the Ambassador the contents of a telegram from Ambassador Stahmer according to which Japan was trying earnestly to arrange an agreement with Chungking China.

Ambassador Oshima declared on that subject that it was true that Chungking was still hoping that the English would be successful in reopening the Burma Road, but that if the hope of recovery of the Burma Road was finally lost there would be a possibility of reaching an understanding with Chungking China. If then the Japanese armies, of which a third were tied up in China, should be freed, consideration could be given to a new effort in a different direction.

The Reich Foreign Minister referred to the importance of a Japanese offensive in Burma which would tie down important English forces and would thereby represent relief for us. Basically he wanted to declare once again that we must divide the enemies' forces.

GOTTFRIEDSEN

BERLIN, November 28, 1943

# MEMORANDUM OF THE CONVERSATION BETWEEN THE REICH FOREIGN MINISTER AND AMBASSADOR OSHIMA AT BERLIN, DECEMBER 11, 1943

The Ambassador declared that on the instructions of his Government he was informing the Führer and the Reich Foreign Minister of a decision of the combined State Council, which consisted of representatives of the Imperial Headquarters and of the Government. The new naval attaché, Admiral Kojima, in accordance with his instructions, would have additional details to impart. Unfortunately the latter's arrival had been delayed since the submarine on which he had intended to embark at Penang for the voyage to Europe had run onto an enemy mine about 30 nautical miles off Penang, as a result of which half of the crew had been lost at sea. It was also unfortunate since the vessel had been carrying a valuable cargo of tin, wolfram, gold, etc., for Germany. The Japanese Government, however, was prepared to dispatch a similar cargo to Europe by another submarine.

Ambassador Oshima then read off the following text of a statement in translation:

"I. The enemy offensive in the Pacific area is constantly becoming more severe. It may be assumed that it will reach its height in the coming spring or summer. The Japanese people, however, are prepared to meet it with firm determination and steadfast confidence. Our program now consists of the following points:

1. Consolidation of an unassailable military position by spring at the latest.
2. Basic strengthening of the armament position, especially that of the airplane industry.
3. Complete employment of the people's strength.

4. Further strengthening of cooperation with Germany for the joint conduct of the war.

5. Encouragement of the peoples and countries of Greater East Asia to close collaboration with Japan.

II. Regarding the military situation in East Asia the enemy have dispatched strong forces of landing troops, supported by powerful fleets, air forces, and transport flotillas against the Solomons, New Guinea, and the Gilbert Islands, in order to cut off our base at Rabaul. Simultaneously enemy enterprises are becoming ever more active against Burma and in the Banda Sea (northward of Australia). But the strokes which our naval air force has repeatedly delivered against the hostile forces at Bougainville and on the Gilbert Islands have appreciably damaged the morale of the Americans. Also the successful conduct of our Greater East Asia policy has had a strong influence on the enemy camp.

III. By the summoning of the National Assembly into extraordinary sessions on two occasions in the course of this year, all of the measures necessary for the successful prosecution of the war have been taken. In addition to the total mobilization of the strength of the people, the expansion and increase of the armament industry is in full swing. The most urgent task of the Government in the field of production is and remains ship and airplane construction. The difficulties in ship construction exist because we have encountered certain difficult decisions in connection with the transport problem, to wit, the matter of priority, the question of whether we should employ our

shipping space for the transportation of raw materials from the occupied areas in the South, which, of course, is of greater importance for the expansion of the armament industry, or whether we should rather employ it, in accordance with strategic requirements, for the transportation of troops to the front. We have, however, been concerned in increasing decidedly our productive capacity by every possible means, so that we now are able to establish a definite goal for our armament program. Additionally we have the firm intention of continuing to expand the armament industry, especially in the field of ship and airplane construction, so as to be able to prosecute the war successfully in the coming year. It is a regrettable fact that at the present time the loss of shipping is on the increase, but that crisis will be overcome by March of next year at the latest, for we are firmly convinced that in the course of time the new construction will suffice not only to cover losses but even to go beyond that."

Oshima added that the General Staff as well as the Ministry of War Production had apparently already received the necessary directives and had already set about to put through this program. In any case the enemy offensive in the southern area was extraordinarily strong, since the Americans had clearly brought their fleets out from their various bases. It could be assumed that there was operating in the southern area not only the fleet of the officer commanding there, Admiral Husley [Halsey], but that together with that fleet were operating the fleets from Hawaii and the home fleet from Los Angeles. The struggle was proceeding for the Japanese base at Rabaul, which the U.S.A. hoped to capture at all costs. For Japan this was an extraordinarily favorable opportunity to assail these combined fleets, and the Japanese had already caused them appreciable losses. For tactical reasons Tokyo was not making public all of these losses. Thus it appeared that just recently both of the two newest American battleships of 45,000 tons each had been sunk.

The Reich Foreign Minister congratulated the Ambassador on the successes of the Japanese Navy and then asked him when Japan would take the offensive in Burma. Oshima answered that this would be possible only up to February, since already at the end of February the rainy season would begin there. When he was asked about the

strength of the Japanese Army in Burma, the Ambassador said that this was not known to him, but that he would gladly make inquiry about this question.

The Reich Foreign Minister then declared that he thought it was a good occasion to speak about a question which was really Japan's business, but which, at the same time, was of indirect interest to us also. There were repeated reports that relations between Japan and Portugal on the subject of Timor were coming to a climax, or that no satisfactory settlement was being reached in that matter. The Reich Foreign Minister stated expressly that the Timor question was purely a Japanese-Portuguese affair and that Germany did not want to interfere in that question in any way. Germany was, however, interested in it to the extent that the English should be given no pretext to bring the Portuguese into the war on their side. Salazar, as a result of extreme pressure from the U.S.A. and England, had, by an act of compulsion, been forced to make the Azores available for their use and we had confined ourselves to a sharp protest. If Salazar now could obtain no satisfactory solution of the Timor question, the English would again be given the opportunity to exert further pressure in the direction of an entry of Portugal into the war. Such a thing would be unfavorable for us on account of the wolfram question, etc.

In his reply to this question Ambassador Oshima made the following explanation:

Japan, in the beginning, had been forced to drive from Timor the Australian troops who were stationed there. She had, however, immediately made a declaration to the effect that the sovereignty of the island was not affected. In spite of that, the Governor, who was a very strong Anglophile, had fled. Although an extensive amount of self-government had been retained, many Portuguese had also fled to Australia and had instigated there a propaganda campaign hostile to Japan, and they were engaged in this lately to an even greater extent by spreading completely misleading and false reports about the situation in Timor. This had led to strained relations between Portugal and Japan. Tokyo, however, was entirely prepared to see that the relationship was not further strained. It was possible, however, that Portugal on her part would use the Timor



situation as a pretext for entering the war against Japan.

The Reich Foreign Minister informed the Ambassador in this connection of the contents of a telegram from Minister Huene from Lisbon about the official statement of Salazar and the proposals of the Japanese Minister in Lisbon for an easing of Portuguese-Japanese relations. Oshima declared that his colleague, Morishima, had informed him by telegraph some time previously of his view of the matter, and he (Oshima) had vigorously supported in Tokyo the views of his Lisbon colleague, which were intended to settle the Timor incident.

The Reich Foreign Minister then gave the Ambassador confidentially for the information of his Government certain information from a telegram of December 9 from Ambassador von Papen, concerning an interview between the latter and the Turkish Foreign Minister, Numan, about the results of the conferences at Tehran

and Cairo, and in summing the matter up the Reich Foreign Minister declared that Turkey basically, out of fear of the Soviets, had the greatest interest in keeping out of the war. However, every step on the part of Turkey must be watched carefully.

The Ambassador then inquired about the situation in Bulgaria and the Reich Foreign Minister gave it as his opinion that the Bulgarians had good nerves and that in spite of the bombing of Sofia no nervousness had appeared there.

In saying farewell the Ambassador expressed the wish that he might be received by the Führer at headquarters after the return of the Reich Foreign Minister in order to carry out his instructions with respect to the Führer also, regarding the decision of his Government which he had communicated to the Reich Foreign Minister.

BERLIN, December 11, 1943

**MEMORANDUM OF THE RECEPTION OF AMBASSADOR COUNT OSHIMA  
BY THE FÜHRER, WITH THE REICH FOREIGN MINISTER AND  
AMBASSADOR HEWEL ALSO PRESENT, JANUARY 22, 1944**

Führer's Memorandum 2/44

After the Führer had inquired about Count Oshima's health, he began a short discussion of the possibilities of a Burma offensive, keeping in mind the rainy season which would begin again there in March. On that subject Oshima said that no large-scale operations could be counted on before the beginning of the next dry season in October or November.

Next Count Oshima explained, in accordance with instructions from his Government, and with the assistance of a map, the position in East Asia, and he read off five memoranda after which he handed them to the Reich Foreign Minister. These memoranda were concerned with the military situation as follows:

1. In the Pacific
2. On New Guinea
3. In Burma
4. In China
5. In Russia (a report on the situation by Ambassador Sato)

The contents of these memoranda were already known to the Führer through information received from military sources at the beginning of January.

Next the Führer, using a map of Europe, gave Count Oshima a brief sketch of the military situation in our theaters of war.

The decisive event of the year 1943 had been the Italian betrayal, which had been especially marked by the sabotage of the Italian fleet. This betrayal had compelled us to retain for the time being 25 divisions in Italy and 20 divisions in the Balkans, which in the course of time had had to be increased to 60 divisions. These forces had, of course, to be taken from those in the Russian theater of war. If these forces had not been necessary the Russians would never have been able to have attained their successes in the East. Also the defection of the Italians had compelled us to take the whole Italian railway network into our own control, and, since the situation in France appeared constantly more uncertain because of the threat of invasion, we had been compelled to



operate the railways there also to a large extent with German personnel. Just for these reasons we had not been able to maintain such an extensive rearward area as we had had under occupation in the East, and only through reducing it had it been possible for us to meet requirements in the West. Also the uncertainty regarding our allies, especially Hungary, made it impossible for us to occupy effectively such extensive rearward areas.

At the moment we could not take the offensive in the East. In the West we had 62 divisions, which, however, were not all of the same high quality, since among them were fortification defense divisions and the like. However, among them also were a number of very high-quality divisions, for example, SS divisions, regular army Panzer divisions, and one Hermann Göring division; altogether about 12 entirely first-class units. He still had 30 divisions in reserve; then there were six divisions in Denmark, 12 in Norway, and seven in Finland, or, including fortification defense divisions, ten. Then we had strong forces on Rhodes, Leros, Samos, and Ceos, as well as on Crete, so that there was a huge military force distributed over the continent. The war against the Partisans in the Balkans was developing satisfactorily. We were giving the Partisan bands no rest. According to latest reports they had definitely lost 190,000 dead in the course of the last year. Thus in constant combat the active elements among them would be destroyed. Tito could not stand these losses continuously.

He (the Führer) expected the landing of the Anglo-Saxons in the West to take place in the course of the spring. In his opinion they might very well land in Portugal and perhaps also in the vicinity of Bordeaux. The North Coast included a wall of fortifications constructed on a huge scale, to which 600,000 to 700,000 cubic meters of reinforced concrete were being added monthly. Millions of mines and land mines were being planted along the coast. He expected, therefore, that the enemy would land somewhere and he would be glad of it, for then we would defeat him. If the enemy were once defeated there we would have 30 to 35 divisions available for the purpose of operations in the East. Also he hoped that in the course of the summer the U-boat warfare would again get under way. Already the new

acoustic torpedoes were being employed, with which splendid results were being achieved. By May complete new U-boats in large numbers would be in operation. In addition he was building up a new operational bomber reserve consisting of only the most modern and the fastest machines. He had already assembled some 600 to 700, which would soon be increased to 1,000. Last night we had for the first time again attacked London on a large scale and dropped some 800 tons of bombs. This, however, was still not the reprisal weapon. That was based on the rocket principle and would only come into operation later. In addition thereto he was also building up an operational air force for the East which would be ready for use by February 15. The air defense of Germany was now very strong and would constantly become stronger. Last night, of 200 to 300 attacking enemy bombers, we had shot down 61. The armament of the fighter planes was at present being improved by supplying them with more powerful guns. November and December had been very unpleasant months for us since weather conditions had given the enemy every advantage and us every disadvantage for air warfare. Also he had built up an operational reserve of fighters which now consisted of 1,000 fighter planes and which would soon be increased to 2,000. He intended to save this in order to have it for use at the decisive moment. Next the Führer spoke of a formidable program of tank construction and of other new weapons.

We must under no circumstances permit any accidents to occur in the West. In the extensive areas in the East, however, there was no decisive danger at the moment. He (the Führer) was of the opinion that the Anglo-Saxons were convinced that they must undertake something soon, since they could take it for granted that in May our U-boat arm would again begin to have its effect. To a question of Oshima as to whether it was not possible to attack the English by way of Spain, the Führer replied that the Spanish were in an extremely doubtful position, and that he did not wish to take a step which might drive them into the enemy's camp.

Next Oshima inquired further about the landing operations southward of Rome which had taken place yesterday. The Führer answered that we had considerable forces at our disposal there. With that the conversation was concluded.

HEWEL

# The Paris Peace Conference

## U.S. Position on the Free Territory of Trieste

REMARKS BY SENATOR CONNALLY<sup>1</sup>

[Released to the press September 16]

The city of Trieste and its contiguous territory present the most troublesome problem before this Conference. Its proper solution and a wise statute for its government and administration go to the very heart of the peace settlements. This Conference is charged with the responsibility of making such a settlement and of adopting such a wise statute.

The Council of Foreign Ministers agreed upon the establishment of the so-called "French Line" which marks the proposed boundary between Italy and Yugoslavia, between Italy and the Free Territory of Trieste, and the proposed boundary between the Free Territory of Trieste and Yugoslavia. The Free Territory of Trieste was to be carved out of this territory to the west of the "French Line". The Council of Foreign Ministers further agrees that the integrity and independence of the Free Territory shall be assured by the Security Council of the United Nations and that the permanent statute for the government of the Free Territory shall be submitted to the Security Council for its approval and its report to the General Assembly of the United Nations.

Among other recommendations of the Council of Foreign Ministers, it was suggested that the Governor shall be appointed by the Security Council, and that legislative and executive authority shall be established on democratic lines under universal suffrage, and that citizens shall be protected with respect to human rights and fundamental freedoms.

<sup>1</sup> Made before the Political and Territorial Commission for Italy on Sept. 16, 1946, at the Paris Peace Conference. Senator Connally is a member of the United States Delegation to the Conference.

<sup>2</sup> Not printed.

The United States Delegation has submitted a proposed draft of the statute for the government of the Free Territory of Trieste which we commend to the study and consideration of the Commission.<sup>2</sup> The United States attaches great importance to the relationship of the Free Territory of Trieste with the Security Council of the United Nations. It is proposed that the constitution of the Free Territory shall be submitted to the Security Council for its approval. This constitution must establish and define the structure of the government and must contain guaranties to the citizens. We also regard as vital that adequate guaranties must be provided for the absolute independence and integrity of the Free Territory—not alone from Italy and Yugoslavia but from other powers. Its international character must be maintained and protected. It must be strong enough to secure the rights and freedoms of its inhabitants. We hold that the Governor of the Free Territory, who is to be appointed by the Security Council, should be regarded as the agent of the Council and should be entrusted with the power and means to meet [garbled]. The Governor must possess sufficient power to preserve public order and to insure the observance of the statute for the control of the Free Territory.

The Australian Delegation has expressed doubt as to the authority of the Security Council to perform the duties imposed upon it by these proposals. Article 24, chapter V, of the Charter of the United Nations provides that the Security Council has "primary responsibility for the maintenance of international peace and security". This is a broad grant of authority and carries with it the preserving of international peace and security wherever on the earth either may be threat-

ened. This is ample authority for the exercise of the powers conferred.

The United States proposals envisage election of an assembly for the Free Territory by a popular vote, by universal secret ballot without any discrimination. The statute should also provide methods and means for the territory and for a proper definition respecting the nationality of the inhabitants. There are also economic questions which deserve careful treatment. It is proposed that Trieste shall be a free port, but that will be treated in a special statute. The United States also proposes that the interim government shall be regulated by a provisional statute. It must be elected under thoroughly democratic practices and processes.

Mr. Molotov has proposed that the Free Territory of Trieste and Yugoslavia should be embraced within a customs union. It is the view of the American Delegation that the regulation of customs is a matter for long-term development since the United Nations must bear the deficit in the expenses of the Free Territory. It will no doubt have an interest in the customs arrangements with a possible view of obtaining a source of revenue instead of imposing heavy local property taxes. It is our view that this matter should be worked out at a later date by the Free Territory and the United Nations.

Mr. Molotov expresses a view that under the draft of the United States it might be possible for a foreign government to establish a military base at Trieste. Our proposal is that the Free Territory shall be neutral and demilitarized. It is provided, "No military, naval or air forces, installations or equipment shall be maintained, built, or manufactured in the Free Territory." "No military, naval or air forces of any state shall enter the territory, territorial waters or air space of the Free Territory." These provisions will become effective upon the date on which the permanent statute becomes effective and the free state is created. Under these provisions no armed forces except those of the Security Council, if its authority should be invoked by an incident requiring intervention, would be permitted in the territory. There could be no military or naval bases established.

The proposed text of the treaty articles advanced by the United States may be found in document CP (IT/P) 16.<sup>1</sup> The territory of

Trieste must not remain as a danger spot. It must not become a center of irritation and intrigue which may disturb the peace of the world. It must be absolutely independent. Its integrity and dignity must be secured. We are not here to serve the interests of Yugoslavia or the interests of Italy. Yugoslavia and Italy are both subordinate to the peace of the area and to the peace of the world. The Free Territory must not be a satellite of Yugoslavia or Italy. Yugoslavia and Italy must accept and desire that the settlement may be a success. There must be no mental reservations. There must be no secret evasions of mind. If they fail to so accept it they will fail in their duty to the world. Such a course will not advance their own welfare. The peace of the world is more important than a few miles of territory. The peace of the world is more important than inflated national pride.

Since the Security Council of the United Nations is to be given the responsibility to assure the integrity and independence of the Free Territory, it must be endowed with and exercise through the Governor the authority and means to perform this duty. The Free Territory of Trieste must not be merely a "paper state". It must be a real state with its own identity, with its own character, and with its own independence and dignity.

The United States Delegation has also submitted a memorandum in connection with its draft of a proposed statute to which it invites attention.<sup>2</sup> The United States Delegation deems it vital and of imperative importance that a strong and wise statute shall be adopted. This Conference is in search of peace. We are seeking the highways that lead to peace. Europe must do its part for peace. Two world wars have started in Europe. They have involved the rest of the world. The challenge to peace is here. We must not create another Danzig.

The Free Territory of Trieste must in fact be free—free from Yugoslavia and free from Italy. It must be free from intrigue and conspiracy. Its independence must be secure. Its title to existence must be its own. Its authority and power must arise from its own strength. It must be an entity within itself. Let Trieste be a symbol of peace and security.

<sup>2</sup> Not printed.



# International Organizations and Conferences

## Calendar of Meetings

### In Session

(As of September 22, 1946)

Far Eastern Commission	Washington	February 26
United Nations:		
Security Council	New York	March 25
Military Staff Committee	New York	March 25
Commission on Atomic Energy	New York	June 14
Subcommittee on the Reconstruction of Devastated Areas	London	July 29–September 13
Economic and Social Council: Third Session with Commissions and Sub-commissions	New York	September 11
Paris Peace Conference	Paris	July 29
Fifth Congress of the Postal Union of the Americas and Spain	Rio de Janeiro	September 1
German External Property Negotiations with Portugal (Safehaven)	Lisbon	September 3
PICAO:		
Council Meeting	Montreal	September 4
U. K. Demonstrations of Radio Aids to Air Navigation	London	September 9–30
ILO: Ninety-ninth Session of Governing Body	Montreal	September 16–18

### Scheduled

(September–December 1946)

PICAO:		
Conference on North Atlantic Ocean Stations	London	September 17
Middle East Regional Air Navigation Meeting	Cairo	October 1–15
U. S. Demonstrations of Radio Aids to Air Navigation	New York–Indianapolis	October 7–26
Meteorological Division of the Air Navigation Committee	Montreal	October 29
Special Radio Technical Division of the Air Navigation Committee	Montreal	October 30–November 8
Communications and Radio Aids to Navigation: Division of Air Navigation Committee	Montreal	November 19
Search and Rescue: Division of Air Navigation Committee	Montreal	November 26
Rules of the Air and Air Traffic Control Practices: Division of Air Navigation Committee	Montreal	December 3
International Labor Conference: Twenty-ninth Session	Montreal	September 19–October 12
International Film Festival	Cannes	September 20–October 5
International Fund and Bank: Joint Meeting of Boards of Governors	Washington	September 27
Five Power Preliminary Telecommunications Meeting	Moscow	September 28
Caribbean Tourist Conference	New York	September 30–October 9
International Tourist Organizations Conference	London	October 1–7
Second Pan American Congress of Mining Engineering and Geology	Rio de Janeiro	October 1–15
Second Pan American Congress on Physical Education	Mexico City	October 1–15
Eighteenth International Congress for Housing and Town Planning	Hastings	October 7–12
Conference on Tin	London	October 8–12



Preparatory Commission of the International Conference on Trade and Employment	London	October 15
Meeting of the Permanent Committee of the International Health Office	Paris	October 23
United Nations: General Assembly (Second Part of First Session)	New York	October 23
United Maritime Consultative Council: Second Meeting	Washington	October 24-30
International Commission for Air Navigation (CINA): Twenty-ninth Session	Dublin	October 28-31
World Health Organization: Interim Commission	Geneva	November 4
International Technical Committee of Aerial Legal Experts (CITEJA)	Cairo	November 6
Inter-American Commission of Women	Washington	November 11-20
UNESCO: General Conference	Paris	November 19 (tentative)

## Activities and Developments

**The U.S. Delegation to the Twenty-ninth Session of the International Labor Conference** was announced on September 16 by Acting Secretary Clayton, after the President had approved the composition of the Delegation to the Conference, which was scheduled to convene at Montreal on September 19, 1946.

The agenda items for the Conference include the Director's report, constitutional questions, protection of children and young workers, minimum standards of social policy in dependent territories, and reports on the application of conventions.

The United States Delegation is a tripartite one, representing the Government, employers, and workers of the United States.

Members of the United States Delegation are:

### REPRESENTING THE GOVERNMENT OF THE UNITED STATES

#### Delegates

- David A. Morse, Assistant Secretary of Labor, Department of Labor
- Elbert D. Thomas, Chairman, Senate Military Affairs Committee

#### Substitute Delegates and Advisers

- Augustine B. Kelley, Chairman, Subcommittee, House Labor Committee
- Miss Frieda S. Miller, Director, Women's Bureau, Department of Labor

#### Advisers

- Frederick P. Bartlett, Acting Assistant Chief, Division of Dependent Area Affairs, Department of State
- Mrs. Clara M. Beyer, Assistant Director, Division of Labor Standards, Department of Labor
- Miss Ethel Evans, Secretary to Senator Thomas, in charge of Senate Education and Labor Committee Matters

John S. Gambs, Adviser on International Labor Relations, Department of Labor

*Substitute:* Millard Cass, Adviser to Assistant Secretary of Labor on International Labor Affairs, Department of Labor

Walter Laves, Administrative Consultant on International Affairs, Bureau of the Budget

Miss Beatrice McConnell, Assistant Director, Division of Labor Standards, in charge of Child Labor and Youth Employment Branch, Department of Labor

Mrs. Alice Morrissey McDiarmid, Specialist on International Organization Affairs, Department of State

J. Harry Moore, State Labor Commissioner, Department of Industrial Relations, Columbus, Ohio

Guillermo Atilas Moreu, Administrator, State Insurance Fund, San Juan, Puerto Rico

Murray Ross, Assistant Chief, International Labor Organizations Branch, Division of International Labor, Social, and Health Affairs, Department of State

Louis Sherman, Special Assistant to the Secretary of Labor, Department of Labor

Bernard Wiesman, Chief, International Labor Organizations Branch, Division of International Labor, Social, and Health Affairs, Department of State

Miss Faith Williams, Director of the Staff on Foreign Labor Conditions, Department of Labor

Thacher Winslow, Assistant to the Assistant Secretary of Labor, Department of Labor

### REPRESENTING THE EMPLOYERS OF THE UNITED STATES

#### Delegate

James David Zellerbach, President, Crown Zellerbach Corporation, San Francisco, Calif.

#### Advisers

John Meade, Director of Labor Relations, American Tobacco Company, New York, N. Y.

M. M. Olander, Personnel Director, Owens-Illinois Glass Company, Toledo, Ohio  
 Thomas R. Reid, Director of Personnel and Public Relations, McCormick & Company, Inc., Baltimore, Md.  
 Charles E. Shaw, Manager, Industrial Relations, Standard Oil Company (New Jersey), New York, N. Y.  
 James Tanham, Vice President, The Texas Company, New York, N. Y.

#### REPRESENTING THE WORKERS OF THE UNITED STATES

##### Delegate

Robert J. Watt, International Representative, American Federation of Labor, Washington, D. C.

##### Advisers

C. L. Darling, former President, American Train Dispatchers' Association, Chicago, Ill.  
 F. H. Fljoldal, former President, Brotherhood of Maintenance of Way Employees, Detroit, Mich.  
 V. S. Gauthier, Grand Lodge Representative, International Association of Machinists, New York, N. Y.  
 J. C. Lewis, International Representative, United Mine Workers of America, Washington, D. C.  
 Miss Jennie Matyas, Vice President, International Ladies Garment Workers' Union, San Francisco, Calif.  
 Joseph P. McCurdy, President, United Garment Workers, Baltimore, Md.  
 John L. Spalding, General Organizer, United Association of Plumbers and Steamfitters of the United States and Canada, San Francisco, Calif.

##### Secretaries of the United States Delegation

Miss Mary M. Cannon, Chief, International Division, Women's Bureau, Department of Labor  
 Millard Kenestrick, Administrative Officer, Division of International Conferences, Department of State

##### Assistant Secretary of United States Delegation

Miss Dorothy King, Division of International Conferences, Department of State

##### Stenographers:

Mrs. Mary S. Bedell, Department of Labor  
 Miss Blanca Escobar, Department of Labor  
 Miss Bertha M. Glotzbach, Department of Labor  
 Miss Jean Bryan, Division of Personnel, Department of State

**The Twenty-ninth Session of the International Labor Conference**<sup>1</sup> convened at Montreal, Canada, on September 19, 1946, with G. Myrddin Evans as chairman. He claimed that the ILO, because of its constitution, its record, its ideals and faith, had made a bigger contribution to social progress and improvement in working conditions than any other similar organization.

<sup>1</sup> Prepared by the Division of International Conferences, Department of State.

The 500 delegates, representing more than 40 national governments and including representatives of employers and workers from each nation, were welcomed by Montreal's Mayor, Camilien Houde, and Msgr. Olivier Maurault, Rector of the University. Humphrey Mitchell, Canadian Labor Minister, was named President. In a brief speech he stressed the need for the work of the ILO in helping to repair the moral, physical, and financial destruction caused by the war. The ILO, he said, was concerned with the lives of people, with the establishment of human justice all over the world, and with the simple aspirations of workers everywhere.

One of the principal matters to come before the Conference will be the adoption of a draft agreement the ILO will have a larger degree of responsibility for its own finances and will retain a measure of independence greater than in its old relationship with the League of Nations. Financial matters will eventually be integrated with the United Nations.

Another important question to be raised at the Conference—by the French Delegation—is that of representation on the Governing Body and in the Conferences.

**The Fourth Middle East Regional Air Navigation Meeting of PICAQ**<sup>1</sup> is to be convened at Cairo, Egypt, on October 1, 1946. The first three meetings were held at Dublin, Paris, and Washington and covered the North Atlantic, European-Mediterranean, and Caribbean areas respectively. These regional meetings are being called for the purpose of implementing the standards and practices developed in the technical divisions of PICAQ at its Montreal headquarters and of recommending the necessary procedures for placing PICAQ standards and methods into effect in the respective air regions. The pattern of these regional technical meetings is similar, deviations reflecting variations in operational requirements between areas.

The agenda for the Cairo meeting includes the following topics: air-ground aids, traffic control, weather, communications, and search and rescue activities.

The President of the United States has approved a delegation to be headed by Glen A. Gilbert, Consultant to the Administrator of the Civil

Aeronautics Administration, and 13 other members representing the Departments of State, War, Navy, and Commerce, the Federal Communications Commission, the United States Coast Guard, and two non-governmental organizations—Aeronautical Radio, Inc., and the Air Transport Association of America.

The meeting is expected to last three weeks. Following its adjournment, certain of the Delegation members will stop over in Paris to attend the Second Session of the Air Traffic Control Committee on the European-Mediterranean Area in order to complete several items on the agenda of this Committee which were left unfinished at the original Paris meeting.

**U.S. Delegation to the Five Power Preliminary Telecommunications Meeting.**<sup>1</sup> Acting Secretary Clayton announced on September 18 that the President had approved the composition of the United States Delegation to the Five Power Preliminary Telecommunications meeting scheduled to convene at Moscow on September 28, 1946.

The purpose of the Conference will be to hold informal preliminary discussions prior to the proposed World Telecommunications Conference. The time and place of the latter has not yet been determined.

Members of the United States Delegation are:

*Chairman*

Francis Colt deWolf, Chief, Telecommunications Division, Department of State

*Members*

David Adams, Assistant Chief, Common Carrier Division, Federal Communications Commission

Robert Burton, Special Assistant to the Director, Office of International Information and Cultural Affairs, Department of State

J. H. Dellinger, Chief, Division XIV, National Bureau of Standards

Clifford J. Durr, Commissioner, Federal Communications Commission

Lt. Col. James D. Flashman, Chief, Frequency Unit, ACO, Headquarters, Army Air Forces

Capt. W. E. Linaweaver, Assistant Chief of Naval Communications, Navy Department

Donald R. MacQuivey, Divisional Assistant, Telecommunications Division, Department of State

Capt. Donald E. McKay, Acting Chief Communications Officer, Coast Guard

Paul Miles, Chief, Frequency Service, Allocation Division, Federal Communications Commission

Eugene Sibley, Director, Airways Operations Service, Civil Aeronautics Administration

Col. A. G. Simson, Consultant, Communications Liaison Branch Office of the Chief Signal Officer, War Department

Rear Admiral E. E. Stone, Chief of Naval Communications, Navy Department

Marion Woodward, Assistant Chief Engineer, Federal Communications Commission

*Secretary*

Mrs. Helen P. Gray, Research Analyst, Near East Division, Department of State

*Fiscal Officer*

Oliver P. Webb, Administrative Assistant, U. S. Foreign Service

*Interpreter*

Raymond Ziminski, Department of State

*Stenographers*

Miss Elizabeth A. Davis, Executive Clerk, Telecommunications Division, Department of State

Miss Jane F. Finn, Research Assistant, Division of Eastern European Affairs, Department of State

Mrs. Grace Horn, Confidential Secretary, Division of Communications and Records, Department of State

Miss Naomi Sutphin, Secretary, Division of Southeast Asian Affairs, Department of State

**Fund Members Notified to Communicate Par Values of Currencies**

**Announcement by the International Monetary Fund**

[Released to the press by the International Monetary Fund September 12]

Camille Gutt, Managing Director of the International Monetary Fund, announced on September 12 that the 39 members of the Fund have been notified to communicate to the Fund, within 30 days, the par values of their currencies. After the Fund and the members have agreed on the par values, the Fund will begin exchange transactions.

The par values of their currencies which members will communicate to the Fund must be expressed in gold or U.S. dollars and be based on the rates of exchange that prevailed 60 days before the Fund agreement went into effect. According to the Articles of Agreement, the Fund may notify a member or a member may notify the Fund, within a period of 90 days, that the communicated par value is unsatisfactory and cannot be maintained without excessive dependence on the Fund. In such a case, the Fund and the member must agree on a suitable par value for the currency within a rea-

<sup>1</sup> Released to the press Sept. 18.



sonable period determined by the Fund. Special arrangements may be made to extend the period of 90 days for agreeing on the par value of the currency of any member which was occupied by the enemy.

The object of the Fund, Mr. Gutt explained, will be to agree with members on par values for their currencies which will enable them to balance their international transactions. The members of the Fund are obligated under the Articles of Agreement to keep the foreign-exchange rates for their currencies within one percent of the par value that is established by agreement with the Fund. A change in the par value may be made by a member only after consultation with the Fund, and only if it is necessary to correct a fundamental disequilibrium in the international balance of payments. Establishment of suitable and definitive par values will be a big step toward restoring normal commercial relations and encouraging the expansion of world trade.

After agreement has been reached on the par values of the currencies of countries having quotas aggregating \$5,720,000,000, the Fund will be in a position to begin exchange operations, probably early in 1947. The Fund will sell to a member for its own currency, or for gold, the foreign exchange it needs to make payments for imports and other current transactions. The foreign exchange sold by the Fund for a member's currency will be repurchased by the member under specified conditions. In this way, the Fund will help members to maintain stable and orderly exchange arrangements.

### **Reply From U.S. Government**

*September 19, 1946.*

MY DEAR MR. GUTT:

In reply to your letter of September 12, 1946, which was received the same day, I have the honor, on behalf of the United States Government, to inform the International Monetary Fund that the par value of the dollar is fifteen and five twenty-firsts ( $15 \frac{5}{21}$ ) grains of gold nine-tenths ( $\frac{9}{10}$ ) fine. This par value, based on the rate of exchange prevailing on October 28, 1945, the sixtieth day before the entry into force of the Articles of Agreement of the International Monetary Fund, is identical with the weight and fineness of

the United States dollar in effect on July 1, 1944, referred to in Article IV, Section 1, of the Articles of Agreement of the International Monetary Fund.

The United States Government desires that the par value here communicated shall be the par value of the dollar for the purposes of the Fund as mentioned in Article XX, Section 4 (b). This par value of the dollar is hereby communicated to the Fund and all territories and possessions of the United States.

The United States Government does not believe that it will be necessary to make any special arrangements for the discussion of the par value of the dollar with the Fund.

Sincerely yours,

JOHN W. SNYDER

*Secretary of the Treasury, and Chairman, National Advisory Council on International Monetary and Financial Problems*

**The Second Pan American Congress of Mining Engineering and Geology**<sup>1</sup> is scheduled to meet at Rio de Janeiro, October 1-15, to study the current status of the mineral resources and mineral industry of the Americas. Official delegations from at least 12 of the American republics, in addition to many visiting engineers, are expected to attend.

The First Congress, at which the Pan American Institute of Mining Engineering and Geology was formed, was held at Santiago, Chile, in January 1942. Because of the conditions prevailing during the war, it was necessary to postpone the Second Congress until this fall.

The United States Delegation to the Congress is expected to consist of officers of the American Embassy at Rio de Janeiro, and members of the Department of Interior, the Department of State, and the United States Section of the Pan American Institute of Mining Engineering and Geology. It is anticipated that several mining engineers and geologists from the United States will also attend in a personal capacity.

Included on the agenda of the Congress are discussions of technical and general problems affecting the development and production of mineral wealth in the Americas. Toward the end of the meeting, the delegates and visitors will divide into several groups for visits to the important mining fields of Brazil, after which they will return to Rio de Janeiro to conclude the Congress.

<sup>1</sup> Prepared by the Division of International Conferences, Department of State.



## *The Record of the Week*

### Statement by the President on U.S. Foreign Policy

[Released to the press by the White House September 20]

The foreign policy of this country is the most important question confronting us today. Our responsibility for obtaining a just and lasting peace extends not only to the people of this country but to the nations of the world.

The people of the United States may disagree freely and publicly on any question, including that of foreign policy, but the Government of the United States must stand as a unit in its relations with the rest of the world.

I have today asked Mr. Wallace to resign from the Cabinet.<sup>1</sup> It had become clear that between his views on foreign policy and those of the administration—the latter being shared, I am confident, by the great body of our citizens—there was a fundamental conflict. We could not permit this conflict to jeopardize our position in relation to other countries. I deeply regret the breaking of a long and pleasant official association, but I am sure that Mr. Wallace will be hap-

pier in the exercise of his right to present his views as a private citizen. I am confirmed in this belief by a very friendly conversation I had with Mr. Wallace on the telephone this morning.

Our foreign policy as established by the Congress, the President and the Secretary of State remains in full force and effect without change. No change in our foreign policy is contemplated. No member of the executive branch of the government will make any public statement as to foreign policy which is in conflict with our established foreign policy. Any public statement on foreign policy shall be cleared with the Department of State. In case of disagreement, the matter will be referred to me.

As I have frequently said, I have complete confidence in Mr. Byrnes and his delegation now representing this country at the Paris Peace Conference.

Mr. Byrnes consults with me often and the policies which guide him and his delegation have my full endorsement.

### International Air-Transport Policy

#### JOINT STATEMENT BY U.S. AND BRITISH GOVERNMENTS<sup>2</sup>

1. During the visit of United States aviation officials to the exhibition of the Society of British Aircraft Constructors in London between September 11 and 15, 1946, the opportunity was taken to arrange informal discussions with the Minister of Civil Aviation and representatives of the Ministry and the Foreign Office.

2. The discussions centered on developments in the field of international air transport since the conclusion of the United States-United Kingdom Air Transport Agreement at Bermuda on February 11, 1946.

3. Both parties are in accord that experience since the Bermuda agreement has demonstrated that the principles enunciated in that agreement are sound and provide, in their view, a reliable basis for the orderly development and expansion of International Air Transport. They believe that these principles provide the basis for a multilateral international agreement of the type that their representatives at the meeting of

<sup>1</sup> Mr. Wallace was Secretary of Commerce.

<sup>2</sup> Released to the press simultaneously by the U. S. Department of State and the British Government on Sept. 19.

the PICAQ Assembly in May advocated as being in the interests of international air transport.

4. Consequently, both parties believe that in negotiating any new bilateral agreements with other countries, they should follow the basic principles agreed at Bermuda, including particularly

(A) fair and equal opportunity to operate air services on international routes and the creation of machinery to obviate unfair competition by unjustifiable increases of frequencies or capacity;

(B) the elimination of formulae for the predetermination of frequencies or capacity or of any arbitrary division of air traffic between countries and their national airlines;

(C) the adjustment of Fifth Freedom traffic with regard to:

(1) traffic requirements between the country of origin and the countries of destination,

(2) the requirements of through airline operation, and

(3) the traffic requirements of the area through which the airline passes after taking account of local and regional services.

5. The representatives of the two countries were united in the belief that until a multilateral agreement should be adopted, the Bermuda type of agreement represents the best form of approach to the problem of interim bilateral agreements.

6. In furtherance of the foregoing principles each government is prepared upon the request of any other government with which it has already concluded a bilateral air transport agreement that is not deemed to be in accordance with those principles to make such adjustments as may be found to be necessary.

7. Arrangements have been completed for setting up the machinery envisaged in the Bermuda conversations for continuous consultation and exchange of view between the two countries on civil aviation problems. Mr. Laurence Vass has been appointed as representative of the Civil Aeronautics Board with the Ministry of Civil Aviation in London. Mr. Nigel Bicknell has been appointed as representative of the Ministry of Civil Aviation with the Civil Aeronautics Board in Washington.

The United States representatives at the discussions included: Mr. James M. Landis, chair-

man of the Civil Aeronautics Board; Mr. William A. M. Burden, Assistant Secretary of Commerce for Air; Mr. Garrison Norton, Director of the Office of Transport and Communications Policy of the Department of State; Mr. George A. Brownell, Personal Representative of the President to the Middle East and India in connection with air agreements; Mr. Livingston Satterthwaite, Civil Air Attaché of the United States Embassy in London.

The United Kingdom representatives included Lord Winster, Minister for Civil Aviation; Mr. Ivor Thomas, Parliamentary Secretary; Sir Henry Self, Permanent Secretary; and Mr. Peter Masefield, Civil Air Attaché at the British Embassy in Washington.

## British Government Will Not Require Documents Connected With Navicert System

[Released to the press September 20]

The British Government, after consultation with this Government, has decided that after September 30, 1946 navicerts, ship navicerts, certificates of origin, landcerts, expasses, and similar documents connected with the navicert system will no longer be required.

However, the Reserved Commodity List of the International Emergency Food Council will remain in effect, and shipments of commodities upon that list and of commodities under the control of the international committees dealing with tin, rubber, and textiles should be made only in accordance with the allocations made by the Council and the committees.

## Summation of Non-Military Activities in Japan

Summation no. 10 for the month of July 1946 of non-military activities in Japan, consisting of information on political, economic, and social activities, was released to the press simultaneously by General Headquarters, Supreme Commander for Allied Powers, in Tokyo and by the War Department in Washington on September 14.

## Reply to Yugoslav Note Alleging Improper Treatment of Yugoslavs in Venezia Giulia

[Released to the press September 20]

*There follows the text of a note delivered September 17, 1946 by Ambassador Patterson to the Yugoslav Ministry of Foreign Affairs:*

The American Embassy presents its compliments to the Ministry of Foreign Affairs and has the honor to refer to the latter's notes Nos. 8515 of July 26 and 9659 of August 14, 1946, alleging improper treatment of Yugoslav officers and men in zone A of Venezia Giulia.

In the first of these notes the Ministry of Foreign Affairs alleges that on June 30, 1946 the civil and Allied military police in Trieste made no attempt to prevent an attack upon the premises of the Yugoslav War Booty Commission, and while taking no action against persons who attacked this building, arrested Yugoslav officers and men. In making this allegation the Ministry of Foreign Affairs has placed an entirely false interpretation upon the facts of the matter. Investigation has shown that the attack upon the premises of the Yugoslav War Booty Commission was one of a number of sporadic outbreaks of violence occurring simultaneously and provoked both by pro-Slav and pro-Italian elements. The civil police were ordered to the spot, and were able to minimize the property damages which might otherwise have resulted. One Yugoslav officer and two Yugoslav soldiers were arrested. As they admitted that they had fired on the crowd, thereby fatally injuring a civilian, there can be no doubt that their arrest was abundantly justified. There is no foundation whatever in the Ministry's allegation that members of the civil police insisted under threat of using firearms, that the door of the Commission's premises should be opened. In written statements one of the two arrested Yugoslav soldiers has testified that a civil policeman "asked admittance"; the other testified that three or four minutes after the firing of shots by members of the Commission "the civil police arrived and protected us until the arrival of the American MP's".

In the same note the Ministry mentions six other instances of alleged failure of the civil and Allied military police to protect the persons and property of Yugoslav citizens in Trieste. Of this number, three were not reported to any Allied authority until the delivery of the note under reply, a procedure which renders difficult any adequate investigation. The fullest investigation possible in the circumstances has, however, failed to reveal any independent evidence that these allegations are well founded. The remaining three allegations have proved on investigation to be false in part and exaggerated throughout.

In the second note under reference the Ministry states that no satisfactory answer has been given to a number of the Ministry's notes alleging that other similar attacks upon Yugoslav persons and property in zone A of Venezia Giulia had been condoned by the Allied military authorities, and in general implying that those authorities are prejudiced against Yugoslav interests. In point of fact, the Embassy's note of May 20, 1946 clearly indicates the attitude which the United States Government has been forced to adopt towards these and other such complaints received from the Yugoslav Government. That note records several examples of important administrative measures undertaken by the Allied military authorities which were obviously inspired by the firm intention to maintain an impartial administration. It also cites numerous instances of the measures taken by pro-Slav elements to obstruct the Allied military administration and to intimidate the local population, thus indicating the provocative attitude of those elements. The United States Government considers that its note answered the complaints put forward by the Ministry of Foreign Affairs and made it clear that it could not regard such complaints as being justified. The Embassy has nevertheless been instructed to inform the Ministry that the attempt on the life of Major Cundar (the subject of the Ministry's note No. 2894 of March 20, 1946) and



the murder of Major Ravnihar (the subject of the Ministry's note No. 5228 of May 10, 1946), have been investigated with the utmost care by the Allied authorities concerned. The fact that these investigations have so far failed to result in the apprehension of the assailants is certainly not to be ascribed to any lack of energy on the part of the Allied authorities. Indeed, as the Ministry is aware, the failure of these investigations in the case of Major Ravnihar is largely to be ascribed to the failure of Major Ravnihar's companions to inform the police or any allied authority of the assault upon him until several days had passed.

In its note No. 9659 the Ministry also alleges that on August 9, 1946, a Major Despot, the political commissar of a Yugoslav detachment in zone A, together with another Yugoslav officer and a soldier, was assaulted by Allied military police, and was not protected from further assault by "Fascist mobs". The facts of the matter are as follows: On August 9, 1946, attempts by pro-Slav elements to interfere with an authorized Italian demonstration in Gorizia resulted in two hand grenades being thrown by unknown persons presumed to be pro-Slav and in the infliction of several casualties. Shortly after this incident a Yugoslav staff car in which Major Despot and another Yugoslav officer were riding was stopped and menaced by Italian demonstrators. Members of the civil police, followed shortly afterwards by Allied military police, intervened in order to escort the two officers to safety. Both officers resisted violently and the driver of the car threatened the police and the crowd with a hand grenade. A search was then undertaken by the police, revealing several more grenades in the car and a loaded pistol in the driver's pocket. The crowd, observing this, adopted a hostile attitude and endeavored to assault the Yugoslav officers, with the result that further Allied military police arriving on the scene had considerable difficulty in escorting them to safety.

The findings of the court of inquiry disclosed that a member of the civil police struck the second Yugoslav officer in the belief that the latter was about to attack him, and that in the general confusion Major Despot was also struck by an unidentified member of the police. In view, however, of the gross provocation offered by Major

Despot and his companions, both in deliberately and in unnecessarily interfering in an area of disturbance, and more particularly in threatening the police and the crowd with a hand grenade, and in resisting all attempts by the police to conduct them to safety, the United States Government cannot admit that any blame whatever attaches to the members of the civil police concerned. Moreover, Major Despot acknowledged that the Allied military police concerned were endeavoring to bring him to safety and that on no occasion was he struck by them. The Embassy has in fact been instructed to lodge the most vigorous protest against the behavior of Major Despot and his companions. Major Despot in addition to the provocative actions recorded above, and the possession of prohibited weapons, conducted himself in the most offensive manner towards the General officer commanding the 88th Division, and has in consequence been ordered to leave zone A of Venezia Giulia.

As stated in the fourth paragraph of the present note, the United States Government considers that the instances given in the Embassy's note of May 20 for the obstructive and terroristic activities of pro-Slav elements in zone A constitute in themselves a reply to many of the complaints leveled by the Yugoslav Government. Since that date numerous further instances of such activity have come to the notice of the United States Government. In particular, on July 21, 1946, a Yugoslav known to be a political opponent of the present Yugoslav Government was shot dead in the streets of Trieste by the occupants of a motor car in motion, which bore a zone B registration plate. On July 26, 1946, an attempt to kidnap another Yugoslav of similar political opinion was prevented by an Allied soldier. The car used in this operation subsequently crashed while attempting to escape, and the driver, who was arrested, was discovered to be a resident of Fiume and to be employed by an office of the Yugoslav security organization. The upholstery of the vehicle was found to be heavily bloodstained, and two pairs of handcuffs were discovered in it, circumstances which lead to overwhelming suspicion that it had been used in other criminal activities by pro-Slav elements.

The Ministry cannot suppose that activities of this nature can be undertaken by pro-Slav elements without provoking serious reaction from



the local population, and the United States Government is forced to point out that it is such activities and other forms of provocation offered by members of the Yugoslav detachment in zone A which are directly responsible for many of the attacks upon Yugoslav persons and property of which the Yugoslav Government has complained. Although the Allied military authorities will continue to do all in their power to suppress such attacks, the remedy for this situation lies largely in the hands of the Yugoslav Government itself. In its note of May 20, 1946 the Embassy expressed the firm intention of the United States Government to maintain to the utmost of its power a fair and impartial administration in zone A in Venezia Giulia, so long as the obligations which have been undertaken in that area continue. The Embassy is instructed to emphasize once again that the United States Government will not be deflected from this course. At the same time it must once again deplore in the strongest terms the failure of the Yugoslav Government to accord in this task the cooperation to which the United States Government believes itself entitled.

The Embassy takes this occasion to renew to the Ministry of Foreign Affairs the assurance of its high consideration.

## American Citizens Prevented From Leaving Albania

[Released to the press September 20]

The Department of State has been advised by the United States Mission at Tirana that the Albanian authorities have declined to issue permits to American citizens who are also considered citizens of Albania to leave that country for the purpose of returning to the United States.

Several cases involving naturalized American citizens of Albanian origin were taken up by the United States Mission at Tirana with the Albanian authorities. It was pointed out that under the treaty between the United States and Albania, signed at Tirana on April 5, 1932, Albania obligated itself to hold as having lost their Albanian nationality and to be nationals of the United

States, nationals of Albania who have been or shall be naturalized in territory of the United States.

The failure of Albania to abide by the provisions of the treaty and to issue permits to enable naturalized American citizens to depart from Albania before October 13, 1946 will result in the loss of their American citizenship. Section 404 of the Nationality Act of 1940, which becomes effective on October 13, 1946, provides that a naturalized citizen shall lose his citizenship by residing continuously for three years prior to the effective date of the law in the territory of the foreign state of which he was formerly a national.

The United States Mission at Tirana has also reported to the Department that the Albanian officials have also refused to permit relatives of American citizens to leave Albania for the purpose of coming to the United States. The United States Mission has sought in every way to assist American citizens and prospective immigrants and non-immigrants to depart from Albania but has met with an uncooperative attitude on the part of the Albanian authorities.

## Resumption of Radio Frequencies With International Telecommunication Union

[Released to the press September 17]

The Department of State has informed the Director of the International Telecommunication Union at Bern, Switzerland, that the United States is resuming normal notification of radio frequencies to the Bern Bureau of the I.T.U.

Effective September 16, 1946 all new radio frequencies assigned to radio stations in the United States will be registered at Bern; and effective October 16, 1946 the backlog of new radio frequencies which were assigned during the war years will be registered.

The notifications will be made to the I.T.U. Bern Bureau by the Federal Communications Commission.

The submission of new frequencies to I.T.U. was discontinued in September 1939.

# One Hundred Years of Liberia's Independence

REMARKS BY ASSISTANT SECRETARY BENTON<sup>1</sup>

[Released to the press September 20]

MR. CONSUL GENERAL, LADIES AND GENTLEMEN: One hundred years is a good ripe age for a man. But among nations it is that of a stripling, with all the risks and rewards of life ahead.

During the last hundred years great empires have waxed and waned; the meek have risen and the mighty have fallen; great peoples have lost their internal freedom and external independence. Down on the west coast of Africa the Republic of Liberia has kept its candle of freedom burning without interruption for an entire century, notwithstanding that Liberia was involved in both world wars in this century.

Any people, anywhere in the world, would be proud of a record of independence, and considering the special difficulties it has faced and overcome, the Republic of Liberia has *special* reason to be proud of its achievement. On behalf of the Government of the United States, I salute you, sir, and the country you represent, as you celebrate the hundredth year of your country's independence.

I have always considered it one of the most interesting paradoxes of history that Negro freedmen from the United States—men freed from slavery here—should have fashioned the political institutions in their new home in Liberia, and their bill of rights, after those in the United States. We American citizens call this a classical historical tribute.

We have made much progress in this country since 1846, but we still have a long way to go. That is one of the interesting facts about democracy—there are always improvements and additions which we concede must be made, and there are usually materials at hand with which to tackle them.

I notice from my reading of history that the people of Liberia, having borrowed many of their

political institutions from the United States, then proceeded to make many of the same mistakes and to be guilty of the same shortcomings they, too, have been trying to overcome. This seems to show that the human species is often more animal than rational. It has difficulty, not only in the United States and Liberia, but all over the world, in creating satisfactory institutions.

Today the Liberian people, under the leadership of their great President, William V. S. Tubman, is making important progress in improving its political house. Woman suffrage has, in recent years, been adopted and the interior tribes have been given representation in the Government at Monrovia. These reforms show a trend which, we can hope, will continue to be carried forward.

Even while the recent war was on, President Tubman was taking steps to extend social and economic democracy in Liberia as essential corollaries of political democracy. In so doing, President Tubman called upon one who would help him in this task, one who had always taken a special interest in Liberia, the late President Franklin D. Roosevelt.

As a result of President Tubman's appeal a program of cooperation and assistance was formulated, which included a great port development at Monrovia, an economic mission to investigate the development possibilities of the country, and a public health mission. Other projects have been carried on under the State Department's cultural relations program which is now a part of my special responsibility in the Department of State. Under the State Department's program of assistance several scientific and technical missions have gone to Liberia. There have been an agricultural mission and a nursing mission.

The public health mission headed by Dr. John B. West which went to Liberia in 1944 accomplished much that was of benefit both to Liberia and this country. In testimony presented to Congress a year ago, Dr. West stated that in less than a year malaria mosquitos had been reduced one-

<sup>1</sup> Made on Sept. 20 at a dinner given by the Consul General of Liberia in New York, to celebrate entry into the 100th year of Liberia's independence.

fourth and many tropical diseases had been studied.

I heard Dr. West's testimony to the Foreign Affairs Committee of the House, on the proposed Bloom bill which would have permitted a continuing program of technical and scientific collaboration with foreign countries, including Liberia. Though the bill passed the House, it failed in the closing hours of the Senate. I propose to have the bill introduced in the next Congress.

The State Department is now planning to set up a cultural center in Monrovia which will contain a basic collection of books, magazines, pictures, music records and films on America and American life. This will be available to Liberian schools and to the public.

We are also hoping to increase our exchange of students, professors and specialists. We have been glad to have the eleven students from Liberia who have been studying in this country this past year. This number should be greatly enlarged. We would welcome "trainees" who want to study in some of our government departments such as the Public Health Service, the Department of Agriculture and the Bureau of Aeronautics. As Roberts Field in Monrovia becomes one of the im-

portant points in the world-wide network of air transportation, cooperative projects and information exchanges become more than ever important and mutually valuable. Monrovia is now only thirty hours from this banquet.

It gives me special pleasure to know that the long American association with the Republic of Liberia is being continued and intensified through the programs with which I am associated. It has been a hundred and twenty-five years since the first free American Negro left this country to start a new life on the coast of Africa. Throughout that period this country has taken a special interest in the people of Liberia and has acted many times to support Liberian independence and well-being.

What of the next one hundred years? My crystal ball has a way of becoming clouded. But I prophecy for Liberia a more intensified economic development and an attention to social welfare which will greatly speed up progress toward a more perfect political democracy. I have the same hope for this country of ours, particularly in the field of racial relations where we have so much to learn and such need of progress. I also predict that relations between the Republic of Liberia and the United States are destined to be intensified and enriched many fold.

## Proposals for Termination of Defense Agreement With Iceland

[Released to the press September 20]

*Note delivered by the American Minister at Reykjavik on September 19, 1946 to the Foreign Minister of Iceland*

### EXCELLENCY:

In 1941 the Government of Iceland entrusted the protection of Iceland to the United States. The threat to the security of Iceland and the American continent then existing has been eliminated by the military defeat of the Axis forces. However, obligations arising out of the war still continue.

In view of the changed conditions and following recent conversations between Your Excellency and representatives of my Government I have the

honor to propose an agreement between the Government of the United States and the Government of Iceland as follows:

(1) The Government of the United States and the Government of Iceland agree to the abrogation of the defense agreement of July 1, 1941, which shall terminate upon the coming into force of the present agreement.

(2) The Keflavik area and the airfields hereinafter referred to as the airport and the immovable installations constructed thereon by the United States, which will be listed in a joint United States-Icelandic inventory to be prepared concurrently with the transfer of the airport, will be transferred to the Government of Iceland. The airport shall then become the undisputed property



of the Icelandic State in fulfilment of the undertakings of the Government of the United States with respect thereto.

(3) Transit and technical stop rights at the airport will be accorded to civil aircraft of all nations which are granted such rights by the Government of Iceland.

(4) The Government of the United States will withdraw as promptly as possible United States military and naval personnel now in the city of Reykjavik and during a period of 180 days, commencing upon the coming into force of the present agreement, will progressively withdraw all other United States military and naval personnel now in Iceland.

(5) The Keflavik airport will continue to be available for use by aircraft operated by or on behalf of the Government of the United States in connection with the fulfilment of United States obligations to maintain control agencies in Germany. To this end the Government of the United States shall have the right to and may, at its expense, maintain either directly or under its responsibility the services, facilities and personnel necessary to such use. The special character of these aircraft and their personnel will be respected as far as customs, immigration and other formalities are concerned. No landing fees shall be charged such aircraft.

(6) In connection with the operation of the airport the United States will train Icelandic personnel, to the extent circumstances permit, in airport techniques to enable Iceland to assume progressively the operation of the airport to the greatest possible extent.

(7) The Government of the United States and the Government of Iceland will jointly determine operational, safety and similar regulations to govern the use of the airport by all aircraft. Such regulations shall not, however, impair the ultimate authority of the Government of Iceland with respect to the control and operation of the airport.

(8) The Government of the United States and the Government of Iceland will determine a mutually satisfactory formula for the equitable distribution between them of the cost of maintenance

and operation of the airport; provided, however, that neither Government shall be obligated to incur any expense with regard to maintenance and operation of the airport which it does not deem necessary to meet its own needs.

(9) No duty or other taxes shall be charged on material, equipment, supplies or goods imported for the use of the Government of the United States or its agents under the agreement or for the use of personnel in Iceland by reason of employment pursuant to the agreement. No export tax shall be charged on the removal of such articles.

(10) No personnel of the United States resident on territory of Iceland by reason of employment pursuant to the agreement shall be liable to pay income tax on income derived from sources outside of Iceland.

(11) Upon the termination of the present agreement the Government of the United States shall have the right to remove from the airport all movable installations and equipment which have been constructed or provided by the United States or its agents after the date of the agreement, unless by agreement such installations and equipment are bought by the Government of Iceland.

(12) The agreement shall continue in effect until the obligations of the Government of the United States to maintain control agencies in Germany shall have been fulfilled; provided, however, that at any time after the lapse of five years from the coming into force of the present agreement either government may propose a review of the agreement. In such case, the two governments shall consult as soon as possible. If no agreement is reached as a result of such consultation within a period of six months from the date of original notification either government may at any time thereafter give notice of intention to denounce the agreement, which shall then terminate twelve months from the date of such notice.

Should the Government of Iceland accept the proposals set forth above, the affirmative reply of Your Excellency shall constitute, together with this note, the agreement of the two Governments in these matters.

Accept, Excellency, the assurances of my most distinguished consideration.

# An International Trade Organization

[Released to the press September 20]

The Department of State made public on September 20 the text and summary of a Suggested Charter for an International Trade Organization of the United Nations.<sup>1</sup>

The draft charter for an International Trade Organization is based upon the United States *Proposals for Expansion of World Trade and Employment* issued last December. It has been under preparation for several months by a technical staff drawn from a number of agencies of the United States Government and was drafted in the

light of various comments on the Proposals originating in the United States and other countries. It is issued, however, solely on the responsibility of the United States.

Public hearings on the suggested charter will be held by an appropriate interdepartmental committee beginning on a date to be announced later. At these hearings all interested persons and organizations will be afforded an opportunity to present their written and oral views regarding any aspect of the draft.

## FOREWORD TO THE CHARTER BY THE UNDER SECRETARY OF STATE FOR ECONOMIC AFFAIRS

In December 1945 the Government of the United States published and transmitted to other governments for their consideration a document entitled *Proposals for Expansion of World Trade and Employment*.

These Proposals put forward the idea that there should be established an International Trade Organization of the United Nations, the members of which would agree to conduct their commercial relations in accordance with rules to be set forth in the Charter of the Organization. The Proposals contained suggestions for rules to govern trade barriers, restrictive business practices, intergovernmental commodity arrangements, and the international aspects of domestic employment policies, and outlined a suggested structure for the International Trade Organization itself. The governments of several other countries have expressed their general agreement with these suggestions.

In February 1946 the Economic and Social Council of the United Nations, at its first meeting, adopted a resolution calling for an international conference on trade and employment to consider

the creation of an International Trade Organization. It also established a Preparatory Committee of 19 countries to arrange for the conference and to prepare a draft Charter for such an Organization. The Preparatory Committee is to meet in London in the fall of 1946.

In preparation for the conference, the Government of the United States has prepared an elaboration of its Proposals in the form of a suggested Charter for the International Trade Organization. Copies of the suggested Charter have been transmitted to the Secretary-General of the United Nations and to the other governments named by the Economic and Social Council to serve on the Preparatory Committee.

The suggested Charter is the work of many persons of competence and experience in the departments and agencies of the United States Government. It is put forward, however, as a basis for discussion and not as a document expressing the fixed or final views of this Government. The draft should clarify possible obscurities and remove any misunderstandings to which the condensed language of the Proposals may have given rise.

## SUGGESTED CHARTER FOR AN INTERNATIONAL TRADE ORGANIZATION OF THE UNITED NATIONS: SUMMARY OF PROVISIONS

### I. Need for an ITO Charter

The United Nations have taken many important steps toward the creation of prosperous economic and social conditions throughout the world.

The Bretton Woods agreements are designed to

promote world monetary stability and to assist in economic reconstruction and development. Other specialized agencies of the United Nations deal with food and agriculture, with emergency relief,

<sup>1</sup> Department of State publication 2598.

with civil aviation, with labor, with health, and with educational and social advancement. The United Nations at San Francisco set up an Economic and Social Council to coordinate all these institutions and generally to promote conditions of economic and social progress and development which are necessary to world peace.

There still remains the need for direct action to maintain and protect employment against threats of depression, and to attack the trade barriers and discriminations which stand in the way of an expansion of the production, exchange, and consumption of goods. Such action is essential to safeguard and strengthen the whole structure of economic and social cooperation thus far built up.

It is the purpose of the suggested Charter for an International Trade Organization of the United Nations to assure that this action will be taken.

## II. The Charter as a Whole

The ITO Charter seeks to accomplish four main things: (1) to promote the maintenance of employment in member countries; (2) to bring about the general relaxation and regulation of barriers to world trade, whether such barriers are imposed by governments or private organizations; (3) to provide an orderly procedure under agreed rules for the negotiation of intergovernmental commodity arrangements; and (4) to create permanent international machinery for consultation and collaboration in trade and related matters.

The provisions of the Charter are set forth in seven chapters and 79 articles, as follows:

*Chapter I*—Establishes the broad purposes of the International Trade Organization (art. 1)

*Chapter II*—Regulates membership in the Organization (art. 2)

*Chapter III*—Provides for the maintenance of employment (arts. 3 through 7)

*Chapter IV*—Provides for the reduction of governmental barriers of all kinds and for the

elimination of trade discriminations (arts. 8 through 33)

*Chapter V*—Provides for concerted action to eliminate restrictive trade practices by cartels and combines (arts. 34 through 40)

*Chapter VI*—Regulates the making of intergovernmental agreements to deal with surplus commodities (arts. 41 through 49)

*Chapter VII*—Creates the machinery for an International Trade Organization to facilitate the operation of the Charter and to promote continuing international cooperation in trade and related matters (arts. 50 through 79)

## III. Summary of Detailed Provisions

### *Chapter I—Purposes*

Chapter I sets forth the broad purposes of the ITO. These are: to promote the cooperative solution of trade problems; to expand opportunities for trade and economic development; to aid the industrialization of underdeveloped countries; and in general to promote the expansion of the production, exchange, and consumption of goods, the reduction of tariffs and other trade barriers, and the elimination of trade discriminations.

### *Chapter II—Membership*

Chapter II looks toward broad membership in the Organization. It provides for two general categories of members: original members and other members. Original members would be all those countries which are represented at the proposed International Conference on Trade and Employment<sup>1</sup> and which accept the ITO Charter by a certain date. Other countries would be brought in with the approval of the Organization after it had become established.

### *Chapter III—Employment Provisions*

Chapter III recognizes that high levels of employment are essential to achieve the purposes of the ITO and, reciprocally, that measures to promote high levels of employment should be consistent with these purposes. Accordingly, each member of the ITO would agree to take action designed to achieve and maintain employment within its own jurisdiction through measures appropriate to its political and economic institutions, to avoid domestic employment measures which create unemployment in other countries, to make arrangements for the collection, analysis, and exchange of information on employment

<sup>1</sup> This Conference has been called for by the Economic and Social Council of the United Nations in a resolution adopted in February 1946. The question as to what countries, if any, not members of the United Nations should be invited to the Conference has been referred to a preparatory committee of 19 nations created by the Council for the purpose of preparing for the Conference.



problems and consult regularly on these problems, and to hold special conferences if depression should threaten.

The Economic and Social Council would have the responsibility for furthering the employment objectives of the Charter. These matters are placed under the Economic and Social Council rather than under the ITO because the Council has been given the broad function of promoting full employment by the Charter of the United Nations, and also because the Council, by virtue of its authority to coordinate the many specialized international agencies whose activities contribute to the maintenance of employment, is better fitted for this work than the ITO.

#### *Chapter IV—General Commercial Policy*

Chapter IV, the longest in the Charter, provides for the reduction or elimination of governmental barriers to international trade. Broadly, these barriers take the form of excessive customs regulations of all kinds: tariffs; embargoes and quotas; exchange restrictions on trade; governmental subsidization of production or exports; restrictive practices by state-trading enterprises; and the discriminatory application of trade barriers and controls generally.

Chapter IV contains provisions relating to all these types of trade barriers and to connected matters. The chapter is divided into 10 sections, as follows:

*Section A (General Commercial Provisions)* establishes equality of treatment in trade generally. Eliminates or regulates various administrative devices which hamper imports or discriminate in trade. Requires full publication of trade regulations and advance notice of restrictive regulations.

*Section B (Tariffs and Tariff Preferences)* requires reciprocal negotiations for the substantial reduction of tariffs and for the elimination of import tariff preferences.

*Section C (Quantitative Restrictions)* eliminates quotas and embargoes on trade in general, but permits them for agreed purposes under defined circumstances.

*Section D (Exchange Control)* eliminates exchange restrictions on trade in general, but permits them for agreed purposes under defined circumstances.

*Section E (Subsidies)* requires that subsidies affecting trade be reported to the ITO; that those seriously injuring trade be subject to negotiated limitations; and that export subsidies in general be eliminated except under defined circumstances.

*Section F (State Trading)* requires that state trading enterprises be operated in a non-discriminatory manner; that state monopolies of individual products negotiate for the reduction of protection afforded to domestic producers; and that complete state monopolies of all foreign trade agree to maintain total imports of all products at a level to be negotiated periodically.

*Section G (Emergency Provisions—Consultation—Nullification or Impairment)* permits withdrawal or modification of tariff or other concessions in case of serious injury to domestic producers; provides for consultation with ITO on all phases of chapter IV; permits members to withdraw concessions from countries which do not live up to obligations of chapter IV.

*Section H (Relations with Non-Members)* prohibits agreements with non-members promising them benefits of Charter; prevents members, after an initial period, from extending tariff concessions to non-members without ITO approval.

*Section I (General Exceptions)* excepts from chapter IV measures usually excepted from commercial agreements (e. g. sanitary regulations, traffic in arms, and the like).

*Section J (Territorial application)* applies chapter IV to customs territories of members; permits special advantages to promote frontier traffic or arising out of customs unions.

#### *Chapter V—Restrictive Business Practices*

Under chapter V members of the ITO would agree to take appropriate individual and collective measures to eliminate business practices among commercial enterprises which restrict international trade and thus frustrate the purposes of the ITO. The chapter defines certain practices which would be presumed to be restrictive of trade unless shown otherwise. Among these practices would be combinations, agreements, or other arrangements which fix prices, allocate markets or

customers, boycott or discriminate against enterprises outside the arrangement, limit production, and suppress technology.

A complaint procedure would be set up for taking action against particular restrictive business practices in order to carry out the policy described above. Under this procedure the ITO would receive complaints from a member, or from persons or business organizations within a member's territory, that a particular business arrangement is restricting international trade. If the ITO found that the complaint was justified, it could recommend that members take appropriate remedial action.

Members would agree to cooperate with the ITO in eliminating restrictive business practices. Among other things, they would agree to obtain and furnish to the ITO information needed by it in connection with particular restrictive practices; to consult with the ITO regarding complaints which had been filed; and to take action in accordance with ITO recommendations regarding particular practices found to be restrictive.

#### *Chapter VI—Intergovernmental Commodity Arrangements*

Chapter VI recognizes that in the case of certain commodities, usually primary agricultural products, special difficulties, such as a world surplus, may arise which would warrant the adoption of intergovernmental commodity agreements regulating production, trade, or prices. Such agreements would have to be consistent with certain general objectives and would need to satisfy certain conditions.

Regulatory commodity agreements would be justified if necessary (1) to enable countries to solve difficulties caused by surpluses without taking unilateral action which would shift the burden of the problem to other countries; (2) to avoid the serious distress to producers or labor caused by surpluses when production adjustments cannot be made quickly enough because of the lack of alternative employment opportunities; and (3) to provide a working arrangement for a transitional period during which measures may be taken to increase consumption of the surplus product or to facilitate the movement of resources and manpower out of the production of the surplus product into more remunerative lines.

It would be required that the members concerned must formulate and adopt a program of

economic adjustment designed to make progress toward solving the basic problem which gave rise to the proposal for a commodity agreement; that such agreements be open initially to all ITO members on equal terms and that they assure non-discriminatory treatment to all members (including those not participating in the agreement); that they provide for adequate representation by members primarily interested in the commodity as consumers, and give consuming countries an equal vote with producing countries in deciding matters such as the regulation of prices, trade, production, stocks, and the like; that, where practicable, they provide for measures to expand consumption of the commodity in question; that they assure supplies of the product adequate to meet world consumption at reasonable prices; and that they make appropriate provision to satisfy world consumption from the most effective sources of supply.

Provision is made that full publicity must attend all important stages in the making of intergovernmental commodity agreements.

#### *Chapter VII—Organization*

Chapter VII of the Charter sets forth the functions and structure of the ITO and relates them to the substantive undertakings of members provided for in the earlier chapters.

*Functions.* The functions of the ITO largely relate to its responsibilities in connection with chapter IV (Commercial Policy), chapter V (Restrictive Business Practices), and chapter VI (Commodity Agreements). In addition to functions of this kind, the ITO would be authorized to provide assistance and advice to members and other international organizations in connection with specific projects of industrialization or other economic development; to promote international agreements such as those designed to facilitate the international movement of capital, technology, art, and skills, and those relating to commercial travelers, commercial arbitration, and the avoidance of double taxation; and to cooperate with the United Nations and other organizations on economic and social matters and on measures to maintain peace and security.

*Structure.* The principal organs of the ITO would be a Conference, an Executive Board, a Commission on Commercial Policy, a Commission on Business Practices, a Commodity Commission, and a Secretariat.

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*The Conference.* The governing body of the ITO would be the Conference, on which each country belonging to the ITO would be represented. The decisions of the Conference on most matters would be taken by a simple majority vote of the members present and voting, each country casting one vote. The Conference would have final authority to determine the policies of the ITO. It would be authorized to make recommendations regarding any matter relating to the purposes of the ITO and to elect the members of the Executive Board.

*Interim Tariff Committee.* An Interim Tariff Committee within the ITO would be charged with the function of authorizing members to withhold, if necessary, tariff reductions from other members which failed to meet their obligations to negotiate for the substantial reduction of tariffs and the elimination of preferences. The Committee would consist of those members of the ITO which had already fulfilled these requirements among themselves.<sup>1</sup> Other members of the ITO would be entitled to join the Committee upon the completion by them of adequate negotiations regarding tariffs and preferences. All decisions of the Committee would be taken by majority vote, each member casting one vote.

*The Executive Board.* The Executive Board would consist of 15 members of the ITO elected by the Conference every three years. Decisions of the Board would be taken by a majority of the members present and voting, each country casting one vote. The Board would be responsible for executing the policies of the ITO and for exercising powers delegated to it by the Conference. It would be authorized to make recommendations to members of the ITO, to the Conference, and to other international organizations.

The Board would be required to provide adequate machinery to review the work of the ITO as it relates to industrialization and other economic development.

*The Commissions.* The Commission on Commercial Policy, the Commission on Business Practices, and the Commodity Commission would be established by the Conference and would be responsible to the Executive Board. The Conference would be authorized to establish any other commissions which might in time be required.

The commissioners would be expert persons appointed by the Board in their personal capacities.

The chairmen of the Commissions could participate, without vote, in the meetings of the Board and of the Conference. Other international organizations having a special interest in the activities of one of the Commissions might be invited to participate in its work.

The functions of the three Commissions are concerned largely with the making of recommendations to the Executive Board relating to the discharge of the ITO's responsibilities in the three specialized fields. In addition, the Commissions would perform any other functions assigned to them by the Conference or the Board, including such functions in connection with the settlement of disputes as the Board might deem appropriate.

*Secretariat.* The Secretariat of the ITO would consist of a Director General, three or more Deputy Directors General, and such staff as might be required.

The Director General would be appointed by the Conference upon the recommendation of the Board. He could participate in the deliberations of the Board and Conference and initiate proposals for consideration by any organ of the ITO.

The Deputy Directors General would be appointed by the Director General. Each deputy would be an *ex officio* member, without vote, of one of the Commissions, and would have charge of the Secretariat's work related to the activities of that Commission.

*Miscellaneous Provisions.* These provisions largely parallel similar provisions in the constitutions of other international organizations. They deal with relations between the ITO and other organizations, the international responsibilities of the staff of the ITO, legal capacity of the ITO, privileges and immunities of the ITO, amendments to the Charter, interpretation and settlement of legal questions, contributions of members, entry into force of the Charter, and withdrawal from the ITO and termination of the Charter.

<sup>1</sup> Initially, the Interim Tariff Committee would consist of those members which had made effective the agreement for concerted reduction of tariffs and trade barriers which it is hoped will be concluded by the countries already invited by the United States to negotiate for this purpose. It is contemplated that the agreement would incorporate schedules of tariff concessions and certain of the provisions of chapter IV of the Charter (e.g. those relating to most-favored-nation treatment, to national treatment on internal taxes and regulations, to quantitative restrictions, etc.)



# Foreign Policies: Their Formulation and Enforcement

BY LOY W. HENDERSON<sup>1</sup>

AT NO TIME, even while this country was at war, has the Department of State been faced with problems more delicate, more complicated, and more grave than those with which we are confronted at this time. The very nature of these problems renders it impossible for us to evade them. The welfare and, in certain instances, the security of the United States demand that there should be no delay in the solution of many of them. If we are to meet with success in our efforts to carry out our tasks we must have the sympathetic understanding and the full support of the American people. When I say full support I do not mean that we are asking for uncritical support. We not only welcome, we need criticism of a constructive nature. No matter how honestly and sincerely we may endeavor to protect the interests and to promote the welfare of the United States and to implement policies which we believe to be consonant with American traditions and the will of the American people, some mistakes may be made. Such mistakes may be based on an inaccurate analysis of the international situation, on a failure to understand the feelings of the American people, or on faulty judgment with regard to the tactics which should be employed in given situations. Constructive criticism assists us in discovering and in rectifying these mistakes. It is furthermore an invaluable aid in the charting of our course for the future. But criticism which is constructive must also be enlightened. Constructive criticism in the field of foreign affairs cannot be a product of ignorance, prejudice, partisanship, intolerance, or hatred. It must come from those who have given really careful study to our international situation and who think in terms of what would be in the best interests of the United States and for the benefit of the American people as a whole. If we are to have foreign

policies worthy of a great democracy the body of American citizens must take a personal and individual interest in our foreign affairs.

The charge is frequently made that the Government of the United States has no foreign policies; that we are drifting somewhat aimlessly in an uncharted new world to an unknown destination; that the State Department flounders in the presence of each new problem and attempts to solve it without seriously considering how the solution might affect the broader interests of the United States or how it might impair our ability to meet fresh problems of the future. I want to assure you that we do have well-established foreign policies. We have long-term foreign policies which are as stable and as permanent as the traditions and way of life of the American people. We are also constantly formulating shorter-term policies in order to meet the ever-shifting world situation. These shorter-term policies, in order to be effective, must always lie within the framework of our long-term policies and must reflect the desires, aspirations, and hopes of the American people.

How are our foreign policies formulated? So many factors are involved that I would not venture to undertake a full discussion of them. I shall, however, touch briefly on some of them.

Our long-term basic foreign policies are molded by tradition. Just as our common law is the heritage of centuries of experience in the field of human relations, so our basic foreign policies have gradually taken form as a result of a series of decisions of an international significance which began even before the Declaration of Independence of the United States. Some of these decisions are to be found in public statements made by those responsible for the conduct of our foreign affairs.

There has not been a President or Secretary of State of the United States who has not left an imprint of some character on our foreign policies. Each succeeding administration makes decisions to meet the particular needs of the times and these decisions become interwoven into foreign policy traditions.

<sup>1</sup> An address delivered before the annual meeting of the National Association of Secretaries of State in Los Angeles, Calif., on Sept. 19 and released to the press on the same date. Mr. Henderson is Director of the Office of Near Eastern and African Affairs, Department of State.

Many decisions which still influence present foreign policy were contained in communications to foreign governments, others in communications or memoranda addressed to the President or to other officials of this Government. Thousands of documents which have contributed to the formulation of foreign policies have been collected in a series of volumes issued periodically by the Department entitled *Foreign Relations of the United States*.<sup>1</sup>

Our foreign policies are also affected by the treaties and agreements to which the United States is a party. It is axiomatic that we live up to our treaty obligations. In the conduct of our foreign affairs, therefore, we must continually exercise care lest we unwittingly embark upon some policy or engage in some activity which would not be in keeping with the spirit or the letter of some international agreement. During the past year we entered into an international commitment which has had a profound effect upon our foreign policies. I am of course referring to the Charter of the United Nations. In joining the United Nations we have not only reduced to written form some of the policies to which we had already been adhering for many years but have also formally adopted a number of new and extremely important foreign policies.

The Congress of the United States plays an important role in shaping our foreign policies. Many of the more important laws enacted by Congress affect in some way or other our relations with the outside world. It is our obvious duty as officials of the American Government to make sure that we in no way run counter to American law. In this connection, I might point out that the provisions of the Constitution itself render it impossible for the Federal Government to undertake certain international obligations with respect to matters which fall exclusively within the jurisdiction of the constituent States.

Before making a decision to meet a given situation, we in the Department therefore must be sure not only that such a decision would be in accord with the current general policies of the Government and that it would be likely to be acceptable to the American people as a whole, but also that it would not be in conflict with any of our longer-term or more general policies. If it is found that such a conflict exists, the decision must be made as to whether the new situation is

so important as to warrant consideration being given to the effecting of changes in long-range policies or policies of a more universal nature. If the answer is in the affirmative, recommendations may go up to the Secretary or to the President. In case the recommendations call for changes of considerable importance, the President or the Secretary of State sometimes confers with appropriate members of Congress before such changes are authorized.

It will be observed that although our foreign policies rest upon basic principles which have a high degree of constancy, their expression and their form are frequently altered to meet shifts in the world situation and changes in the conditions in the United States or in the outlook of the American people.

During recent years steps have been taken to reorganize and truly vitalize the Department of State in order that we may be able more effectively to perform the increasingly numerous and difficult tasks which our new role in world affairs imposes upon us.

I shall endeavor to give to you an abbreviated outline of our present organization. Associated with the Secretary of State at present are the following members of the so-called Little Cabinet: an Under Secretary, an Under Secretary for Economic Affairs, a Counselor, and four Assistant Secretaries of State. The appointment of each of them as well as that of the Legal Adviser has been made by the President and approved by the Senate. The Under Secretary ranks next to the Secretary and assumes responsibility to the Secretary for the functioning of the Department. The Under Secretary for Economic Affairs is responsible to the Secretary for the conduct of the economic affairs of the Department. The Counselor acts as a special adviser to the Secretary with regard to such important matters as the Secretary may assign to him.

Attached to the Under Secretary for Economic

<sup>1</sup> These volumes are compiled to present a documentary record of American diplomacy on a year-by-year basis. This series of annual volumes has been published for the years prior to and including 1930, and the volume for 1931 on the Far East has also been released. Special volumes in the series have been issued, the most recent being those relating to the Paris Peace Conference, 1919, and to relations with Japan, 1931-1941. The volumes may be purchased from the Superintendent of Documents, Government Printing Office, Washington, D.C.

Affairs are a number of offices usually referred to as functional offices, among which might be mentioned the Office of Transport and Communications Policy, the Office of International Trade Policy, the Office of Economic Security Policy, and the Office of Financial and Development Policy. These offices assist in initiating, formulating, and coordinating our foreign policies. They cooperate closely with other Government agencies and with various public and private American organizations and economic groups.

One of the Assistant Secretaries is in charge of public affairs. Under his direction are the Office of United States Public Affairs and the Office of International Information and Cultural Affairs. These offices assist in formulating the policies relating to the dissemination of information in the United States and abroad as well as to the promotion of cultural relations with such countries. Some of this work was carried on during the war by the Office of War Information and the Office of Inter-American Affairs and represents activities new to the Department of State. We feel, however, that these activities are essential, in present world conditions, to the effective conduct of our foreign relations. It is extremely helpful to us who are endeavoring to realize the objectives of the United States in the international arena for the peoples of foreign countries to have a more accurate knowledge of the United States and a more complete understanding of the aims of the American Government, of the American ways of life, and of the manner in which the American people are thinking and acting. Similarly, it is of advantage to us that there should be a wider dissemination in this country of information concerning other countries. It is also in the interest of the United States as well as of the other countries concerned that through the exchange of professors, students, technicians, and scientists, and through the exchange of information of a cultural, scientific, and social character, the peoples of the United States and those of other countries should have a better understanding of each others' problems and should mutually benefit from each others' accomplishments.

Two Assistant Secretaries are responsible for the operation of the four offices of the Department which are usually referred to as the geographic offices. Under one of these Assistant Secretaries is the Office of American Republic Affairs and under

the other the Office of Near Eastern and African Affairs, the Office of Far Eastern Affairs, and the Office of European Affairs. Each of these four offices assists in coordinating and formulating the policies and activities of the American Government in regard to the territorial divisions of the world assigned to it. For instance, the Office of Far Eastern Affairs should be consulted before any action by the Department relating to China is taken. Similarly, any action which might conceivably affect our relations with any of the republics of this hemisphere should be passed upon in advance by the Office of American Republic Affairs.

Another Assistant Secretary is responsible for the Administration of the Department, including that of the Foreign Service. Under this Assistant Secretary are the Office of Controls, which handles passport, visa, and related matters; the Office of the Foreign Service, which has charge of the administration and functioning of our Foreign Service apparatus abroad, including our Embassies, Legations, and Consulates; the Office of Budget and Finance, which deals with all budgetary and fiscal matters; and the Office of Departmental Administration, which concerns itself with administering the Department in Washington, supplying personnel and equipment to the Department, with the recording and the filing of Departmental documents, with the handling of incoming and outgoing telegraphic and mail communications.

The Legal Adviser has under him a corps of lawyers who are experts in various fields of international law and who with their experience and legal knowledge are able to advise other branches of the Department.

In addition to the Under Secretaries, Counselor, and Assistant Secretaries, there are also a number of Special Assistants to the Secretary and to the Under Secretary who are charged with particular functions. During recent months, for instance, there has been attached to the Secretary a Special Assistant for Research and Intelligence under whom are the Office of Intelligence Coordination and Liaison and the Office of Intelligence Collection and Dissemination. These offices are doing much to help a long-felt need of the Department since they have brought with them scholarly and distinguished personnel recruited from our universities, institutions of learning, and from branches of the Government who can concen-



trate upon research in international problems, and who are extremely helpful in increasing the amount of information available to the Department and in making sure that the maximum use is made of this information by the Department of State and by other agencies of the Government.

There is also the Office of Special Political Affairs, which acts as a liaison between the Department and the United Nations and deals with special problems such as those relating to international security and to dependent areas. In addition there are numerous interdepartmental committees and international bodies in the work of which the Department participates, as well as a wide variety of committees within the Department itself.

It might give you a little more insight into the manner in which the Department carries on its day-to-day work if I should describe in some detail what the office with which I happen to be associated does and how it functions. This is the Office of Near Eastern and African Affairs. As one of the four geographical offices of the Department it is responsible for the coordination of policies and activities in that area of the world which, for purposes of convenience, we refer to as Near East and Africa. This area includes all of Africa except for Algeria and the Union of South Africa. In it are Greece, Turkey, Iran, Afghanistan, Palestine, Trans-Jordan, the Arab countries of Syria, Lebanon, Iraq, Saudi Arabia, Egypt, the Yemen, the Arab Sheikdoms of the Persian Gulf, India, Ceylon, Nepal, and Burma. This area of more than 13,000,000 square miles stretches from Tangier to Rangoon, from Angola to Kabul, and from Liberia to Ceylon. It has a population of 600,000,000 people. In it are the world's highest mountains, attaining a height of 29,000 feet in Mount Everest, and the world's deepest depression, the Dead Sea, 1,400 feet below sea level. It also includes the Sahara and Arabian deserts as well as certain territories of extremely high precipitation such as Assam where there are 428 inches of rainfall a year.

Among the inhabitants of this area are some of the richest potentates of the world and hundreds of millions of persons who live at bare subsistence levels. In it are to be found some of the world's oldest civilizations, including those evolved many thousand years ago on the banks of the Nile, the Tigris, the Euphrates, and the Indus rivers, and

some of the world's newest states, such as Syria and Lebanon and the Kingdom of the Yemen, with which we have just recently entered into relations, not to mention India, which is in the process of creating what is certain to be one of the great nations of the world. Unfortunately, these areas also present a number of extremely difficult international problems which it would be against the vital interests of the United States for us to ignore.

The Office of Near Eastern and African Affairs, which is charged with assisting the Secretary of State in the conduct of our foreign affairs so far as this area is concerned, contains three geographic divisions, namely, the Division of Near Eastern Affairs, the Division of Middle Eastern and Indian Affairs, the Division of African Affairs, and a research and analysis division. The Office is under the direction of a Director and a Deputy Director and each of the Divisions is headed by a Chief. In the three geographic divisions there are established what are usually referred to as "country desks", each of which specializes in our relations with one or more countries. In our Near Eastern Division, for example, we have an Egyptian desk, a Saudi Arabian desk, a Turkish desk, and so forth; in our Middle Eastern and Indian Division we have an Afghan desk, an Iranian desk, and an Indian desk; among the desks in the African Division are those charged with working on the affairs of Liberia, Morocco, Ethiopia, and various African colonial possessions and mandates. The official in charge of a country desk is usually known in the Department as a "desk officer". It is the duty of a desk officer to keep himself informed regarding any activity of the Department which might affect the country for which he has responsibility and it is the duty of the members of the Department to cooperate in keeping him informed of these activities. Furthermore, he must keep himself currently informed with regard to the internal and international situations of the country in his jurisdiction; he must be thoroughly acquainted with the problems of the work of our diplomatic missions and consular offices in that country, and he must know precisely what our special political, economic, commercial and cultural interests in that country are. He assists in the preparation of the correspondence of the Department relating to that country and he reads telegrams and despatches received from our diplomatic and consular officials in that country as well as

communications relating to that country received from other sources, including American Governmental agencies, American enterprises, and private American citizens. He keeps in touch with the diplomatic mission of that country in Washington and most of the correspondence between the Department and that mission passes over his desk. When any other Office or Division of the Department desires information regarding a country it may call upon the appropriate desk officer to furnish it. If such information is not available he must take steps to obtain it. Such steps frequently include the despatch of telegraphic or mail requests to our diplomatic and consular establishments abroad.

The work of the desk officers is coordinated and directed by the Chiefs of their Divisions; the work of the divisions is under the general supervision of the Director of the Office who acts under the direction of the appropriate Assistant Secretary of State, the Under Secretaries, and the Secretary.

It is obvious that the Director of the Office, the Chiefs of Divisions, and the desk officers cannot function unless they know what the general foreign policies of the United States are and what the particular policies may be with regard to the countries with which they are concerned.

The main objective of the United States in the Near and Middle East is to prevent rivalries and conflicts of interest in that area from developing into open hostilities which eventually might lead to a third world war. This part of the world is of tremendous strategic value, in view of its importance as a common highway by sea, land, and air between the East and West; it possesses great mineral wealth, and it has potentially rich agricultural resources. In spite of the fact that some of the countries in it are the heirs of great civilizations the majority of the populations in them, for reasons which I do not have the time to advance here, are poverty stricken and are not so advanced politically, economically, and technically as those of the western world. Many of these peoples during recent years have become conscious of the fact that they are not playing a role in world affairs commensurate with their great native abilities and distinguished history and are beginning to demand that they be given opportunities to create for themselves a way of life comparable to that of the peoples of the West. They are demanding

more and better educational facilities; they are insisting that steps be taken to improve their economic position; they are asking that they be given the right to govern themselves and to work out their own destiny with the aid of foreign cultural and technical assistance of their own choosing. They wish to use the experience of the more advanced countries in order to build a society and civilization upon the foundation of their own culture and traditions. Among them there is a growing sense of frustration at the slowness of their progress, and restiveness and discontent are increasing.

The disintegrating effect of many groups of dissatisfied citizens weakens the governments of some of the countries of the Near and Middle East. Without foreign assistance, these governments in their weakened condition encounter difficulties in taking effective measures to remove the very causes of discontent. The presence of large numbers of disaffected citizens also impairs the ability and undermines the determination of these countries to resist pressure from without. Until all the countries of the Near and Middle East are politically and economically sound, and until their governments become stable and are able to preserve internal order and to take measures to improve the living standards of their populations, the Near and Middle East will continue to present a temptation to powers outside the area. As long as this temptation exists the danger of conflict which may lead to war will continue to be present. Our Government has taken the attitude that this danger is too real for it to be ignored and our policies with regard to the Near and Middle East have been formulated accordingly.

Our primary policy with regard to that area therefore is to take whatever measures may be possible and proper to promote directly and indirectly the political and economic advancement of the Near and Middle Eastern peoples and to support in that area the principles of the United Nations. We should give appropriate assistance to developing the economies of the countries of the Near and Middle East and to raising the standard of living of their people. We should do what is possible and proper to encourage greater political and economic stability. We should endeavor to create conditions favorable to the orderly development of the resources of the area, free from the

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exploitative, discriminatory, and restrictive practices which have caused friction in undeveloped areas in the past. Among the specific policies which are being followed in promoting the advancement of the Near and Middle East might be mentioned:

(1) The lending of our support to enable the independent countries in that area to maintain their political independence and territorial integrity;

(2) The initiation by the United States of an expanding program of assistance which would vary in each country according to its individual needs and in response to its specific requests. Such assistance may be cultural, economic, financial, or technical; it may be implemented by sending special missions, by providing technical experts or advisers to the interested government or, in some instances, by facilitating the extension of credits for purposes of rehabilitation or modernization of the country's economy.

In addition we are endeavoring to strengthen the economic relations existing between the United States and these countries in a manner which would be to our mutual advantage and which would be compatible with the spirit of the United Nations:

(A) by insisting upon non-discriminatory treatment of United States nationals and interests and by giving appropriate encouragement to the gradual elimination of such special economic privileges of other foreign governments as tend to create international resentment or to impede the progress of the peoples of that area;

(B) by actively promoting our commercial and business interests and trade with the United States and supporting the development of industries and extractive projects in which United States companies are involved along lines which promise to be beneficial to the Near and Middle East, to the United States, and to a world economy in general; and

(C) by promoting American communication facilities to and through the Near and Middle East—I am referring here to aviation, telecommunication, and shipping.

In general we consider it important to the security and prosperity of the world as well as of the Near and Middle East that the doctrine of the open

door be fully applicable to that part of the world. We would, therefore, be opposed to any trend in the direction of preventing that area from enjoying untrammelled economic relations with the rest of the world.

These are some of the basic and general policies which guide us in making decisions with regard to the problems which are arising from day to day in the conduct of our relations with the Near and Middle East. The manner in which these policies are applied must of course vary as the special situation of, or special conditions prevailing in, the individual countries may require.

No decision of importance which might involve a change in policy is of course made by any division or office of the Department without reference to the more responsible officers of the Department, and no action is taken with regard to matters of concern to other agencies of the Government until after appropriate consultation.

For instance, the Office of Near Eastern and African Affairs before taking an action with regard to our aviation rights in the Near and Middle East would consult the Office of Transport and Communications Policy, and the latter Office before giving the proposed action clearance might confer with the Civil Aeronautic authorities. Thus the Office of Near Eastern and African Affairs assures itself that the proposed action would be in accord with our over-all aviation policies and plans. Similarly the Office of Transport and Communications Policy would consult the Office of Near Eastern and African Affairs before taking an action relating to Near or Middle Eastern aviation matters in order to satisfy itself that such action would be compatible with our general Near and Middle East policies and that it is not being taken at an inopportune moment.

The Office of Near Eastern and African Affairs similarly consults with the Office of International Trade Policy before taking decisions of a trade or commercial character, with the Office of International Information and Cultural Affairs with regard to matters involving our cultural relations, with the Office of the Foreign Service in respect to matters pertaining to the personnel and administration of our diplomatic missions in the Near and Middle East, with the Office of European Affairs if a European country as well as a Near or Middle Eastern country might be affected, etc.



These Offices likewise clear in advance with the Office of Near Eastern and African Affairs decisions and actions which are likely to affect our relations with, or our interest in, the Near and Middle East. In case there should be a disagreement among the various Offices regarding the advisability of the taking of an action, the matter is referred to the responsible official of the Department, that is, an Assistant Secretary or perhaps the Under Secretary or Secretary.

I should like to add that the members of the Department and of the Foreign Service are drawn from every State in the Union and from almost every walk in life. Most of them entered the service of the Government because of their desire to serve the interests of the United States. They have been selected with the greatest care. Many have been admitted only after having successfully passed extremely difficult and searching examinations; others have given up successful or promising careers in the professions or in business in order to assist in the conduct of our foreign affairs; still others have come to the Department from the armed forces.

There are differences in the personal opinions and views of various members of the Department and of the Foreign Service similar to those which are almost certain to exist in any group of thinking human beings. I do not believe, however, that there can be found anywhere a group of persons who are more loyally, harmoniously, and effectively protecting and promoting the interests of the United States and serving the cause of world peace than the body of men and women working in our State Department and in our Embassies and Consulates abroad.

These men and women are encouraged and stimulated in the performance of their duties by the realization that never has the conduct of foreign affairs been entrusted to more capable hands than those in whose charge it is today. It means much to those who are in the forefront of our struggle for a peaceful world of the kind in which we would like to live that they are under the direction of able and courageous leaders who have no hesitation in making known to the world that for which the United States stands and that for which it strives.

## Treaty Obligations and Philippine Independence

### REPLY OF DANISH GOVERNMENT TO U.S. NOTE <sup>1</sup>

*September 10, 1946.*

SIR:

I have the honor to acknowledge receipt of the Department of State's note of May 4th, according to which the Government of the United States of America considers that provision for a transitional period for dealing with the special tariff position which the Philippines products have occupied for many years in the United States, is an essential accompaniment to Philippine independence.

Accordingly, under the Philippine Trade Act approved April 30, 1946, goods the growth, produce or manufacture of the Philippines, will enter the United States free of duty until 1954, after which they will be subject to gradually and regularly increasing rates of duty or decreasing duty-

free quotas until 1974 when general rates will become applicable and all preferences will be completely eliminated.

Upon instructions received, I have the honor to inform you that the Danish Government agree that the most-favored-nation provisions of the Treaty of Friendship, Commerce and Navigation between the United States and the Kingdom of Denmark signed on April 26, 1826, shall not be understood to require during the said period the extension to Denmark of the above-mentioned advantages accorded by the United States of America to the Republic of the Philippines.

I avail [etc.]

POVL BANG-JENSEN

The Honorable

WILLIAM L. CLAYTON

*Acting Secretary of State*

<sup>1</sup> U.S. note is similar to note sent to Bolivian Government as printed in BULLETIN of June 16, 1946, p. 1049.

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# Export-Import Bank of Washington

LOANS AUTHORIZED DURING SIX MONTHS ENDED JUNE 30, 1946<sup>1</sup>

Country and Obligor	Amount (in millions of dollars)	Purpose
<b>LATIN AMERICA</b>		
<i>Brazil:</i>		
National Department of Railways.....	1. 93	Export of diesel locomotives
Panair do Brasil.....	3. 0	Export of air transportation equipment
<i>Chile:</i>		
Chilean State Railways.....	. 8	Export of electrical equipment
<i>Colombia:</i>		
Ferrocarril de Antioquia.....	. 2	Export of locomotives
Do.....	. 32	Do
Republic of Colombia.....	3. 0	Export of railway equipment
<i>Ecuador:</i>		
Republic of Ecuador.....	. 78	Highway construction, export of equipment and services
<i>Mexico:</i>		
Aeronautical Radio de México.....	3. 0	Purchase of ground equipment for aviation
Fred Leighton.....	. 12	Import of Mexican handcraft
<i>Peru:</i>		
Cia. Peruana del Santa.....	. 1	Export of electrical equipment
<i>Various Latin American Countries:</i>		
TACA Airways, S.A., and TACA Airways Agency, Inc.....	2. 0	Purchase of air transportation equipment
Total Latin America.....	15. 25	
<b>EUROPE</b>		
<i>Czechoslovakia:</i>		
Prague Credit Bank.....	<sup>2</sup> (20. 0)	Export of raw cotton
<i>Finland:</i>		
Finlands Bank.....	<sup>2</sup> ( 5. 0)	Do
Republic of Finland.....	35. 0	Export of goods and services
<i>France:</i>		
Republic of France.....	650. 0	Export of industrial equipment and raw materials
<i>Greece:</i>		
Kingdom of Greece.....	25. 0	Export of equipment and services
<i>Italy:</i>		
Italian commercial banks.....	<sup>2</sup> (25. 0)	Export of raw cotton
<i>Netherlands:</i>		
Kingdom of the Netherlands.....	200. 0	Purchase of goods and services
Netherlands commercial banks.....	<sup>2</sup> (10. 0)	Export of raw cotton
<i>Poland:</i>		
Republic of Poland.....	40. 0	Export of locomotives and coal cars
Total Europe.....	1, 010. 0	

<sup>1</sup> For a table of loans authorized subsequent to June 30, 1945 as of Dec. 31, 1945, see BULLETIN of Mar. 10, 1946, p. 384. The Second Semi-Annual Report to Congress of the Export-Import Bank, from which this table is taken, was released to the press on Sept. 13, 1946.

<sup>2</sup> Allocations from a general cotton export credit of \$100,000,000 available to European countries, which was established in October 1945. The allocation to Finland was approved in December 1945, and those to Czechoslovakia, Italy, and the Netherlands during the first half of 1946. Since the total amount was included in credits authorized during the last half of 1945, none of these allocations is included in the totals of new authorizations during the first half of 1946.

Country and Obligor	Amount (in millions of dollars)	Purpose
<b>ASIA</b>		
<i>China:</i>		
Bank of China.....	33. 0	Export of raw cotton
Republic of China.....	4. 24	Purchase of cargo vessels
Do.....	2. 6	Do
Do.....	8. 8	Export of generating equipment and engineering services
Do.....	16. 65	Export of railway repair materials
Do.....	1. 5	Export of equipment, materials and supplies for coal mining
<i>Netherlands Indies:</i>		
Bank Voor Nederlandsch Indie, N.V. ....	<sup>3</sup> 100. 0	Export of goods and services
<i>Saudi Arabia:</i>		
Kingdom of Saudi Arabia.....	25. 0	Purchase of goods and services
Total Asia.....	191. 79	
<b>VARIOUS COUNTRIES</b>		
Special Exporter-Importer Credits.....	. 24	Various
GRAND TOTAL.....	1, 217. 28	

<sup>3</sup> Authorized on September 11, 1945, but not entered on the books of the Bank as a commitment until January 1946.

## First Meeting of U.S. National Commission on Educational, Scientific and Cultural Cooperation

[Released to the press September 18]

The first meeting of the United States National Commission on Educational, Scientific and Cultural Cooperation will be held in Washington from September 23 to 26, the Department of State announced on September 18.

The National Commission is the first American group to be set up to serve as a direct and permanent link between United States citizens and the American Delegation to an international body. The international body concerned is UNESCO (United Nations Educational, Scientific and Cultural Organization), which was organized in London last fall in order to help the people of the world get to know more about each other. The first meeting of UNESCO will be held in Paris in November.

The National Commission at its forthcoming meeting in Washington will discuss the proposed program of activities for UNESCO and will draw up recommendations for the consideration and guidance of the American Delegation at the Paris meeting.

The Commission will be composed of 100 members, including representatives of 50 educational, scientific, cultural, and civic organizations already designated, and representatives of 10 organizations to be selected by the Commission. In addition, 40 members are to be selected by the Department of State. Of these, 10 will represent the Federal Government, 15 will represent the interests of State and local authorities, and 15 will be members at large.

William Benton, Assistant Secretary of State for public affairs, says that topics to be discussed by the National Commission include: ways in which the press, radio, and films can contribute to international understanding; how to reduce and eliminate obstacles to the free flow of information across national boundaries; world-wide cooperation to promote literacy; establishment of international youth clubs; exchange of scientific information; promotion of exchanges in the arts; and future conferences on fundamental problems in the social sciences and philosophy.



The Commission will also consider ways in which schools and colleges, scientific societies, and national organizations interested in furthering international understanding can take part in the work of UNESCO.

Mr. Benton announces that the following people have accepted invitations to serve on the National Commission:

#### *Federal Government Representatives*

- Gen. Omar N. Bradley, Administrator of Veterans' Affairs, Veterans Administration
- Luther H. Evans, Librarian of Congress
- John W. Studebaker, Commissioner, United States Office of Education

#### *Members at Large*

- Edward W. Barrett, Editorial Division, *Newsweek*, New York, N. Y.
- Chester Bowles, Hayden's Point, Essex, Conn.
- Ben Mark Cherrington, Director, Social Science Foundation, University of Denver, Denver, Colo.
- Arthur Compton, Chancellor, Washington University, St. Louis, Mo.
- Mrs. Mildred McAfee Horton, President, Wellesley College, Wellesley, Mass.
- Archibald MacLeish, New York, N. Y.
- Edward R. Murrow, Columbia Broadcasting System
- Mrs. Anna Rosenberg, Member of the Advisory Board, Office of War Mobilization and Reconversion
- Beardsley Ruml, Chairman, R. M. Macy and Company, New York, N. Y.
- John Hay Whitney, New York, N. Y.

#### *Representatives From State and Local Governments*

- Ralph A. Beale, Director, New York Public Library, New York, N. Y.
- Milton Eisenhower, President, Kansas State College of Agriculture and Applied Science, Manhattan, Kans.
- James Marshall, Member, Board of Education, New York, N. Y.
- Thomas G. Pullen, State Superintendent of Schools, Baltimore, Md.
- Daniel C. Rich, Director of Fine Arts, Art Institute of Chicago, Chicago, Ill.
- Miss Maycie Katherine Southall, Professor of Elementary Education, Peabody College, Nashville, Tenn.
- A. J. Stoddard, Superintendent of Schools, Philadelphia, Pa.
- Blake Van Leer, President, Georgia School of Technology, Atlanta, Ga.
- Mrs. Pearl A. Wanamaker, State Superintendent of Public Instruction, Olympia, Wash.
- Miss Helen C. White, Professor of English, University of Wisconsin, Madison, Wis.

#### *Representatives of Organizations*

- Morse A. Cartwright, Director, American Association for Adult Education, New York, N. Y.
- James B. Conant, President, American Association for the Advancement of Science, Harvard University, Cambridge, Mass.

Chauncey J. Hamlin, President, American Association of Museums, Buffalo Museum of Science, Buffalo, N. Y.

Ralph E. Himstead, General Secretary, American Association of University Professors, Washington, D. C.

Miss Kathryn McHale, General Director, American Association of University Women, Washington, D. C.

Harry F. West, Managing Director, American Book Publishers Council, New York, N. Y.

Louis Brownlow, Chairman, American Committee for the International Union of Local Authorities, Washington, D. C.

Waldo G. Leland, President, American Council of Learned Societies, Washington, D. C.

George F. Zook, President, American Council on Education, Washington, D. C.

Mrs. Roy C. F. Weagly, American Farm Bureau Federation, Hagerstown, Md.

Hudson Walker, American Federation of Arts, New York, N. Y.

Nelson H. Cruikshank, Director, Social Insurance Activities, American Federation of Labor, Washington, D. C.

Miss Selma Borchardt, Chairman, International Relations Committee, American Federation of Teachers, Washington, D. C.

Albert Harkness, American Institute of Architects, Providence, R. I.

Ralph A. Ulveling, Librarian, Detroit Public Library, American Library Association, Detroit, Mich.

Thomas S. Gates, President, American Philosophical Society, Philadelphia, Pa.

Hubert O. Croft, President, American Society for Engineering Education, State University of Iowa, Iowa City, Iowa.

Erwin D. Canham, Editor, *Christian Science Monitor*, American Society for Newspaper Editors, Boston, Mass.

Walter N. Ridley, President, Virginia State College, American Teachers Association, Petersburg, Va.

Walter A. Bloedorn, M.D., Dean, School of Medicine, George Washington University, Association of American Medical Colleges, Washington, D. C.

Harry D. Gideonse, President, Associated Youth Serving Organizations, Inc., Brooklyn College, Brooklyn, N. Y.

Mrs. Cathleen Lardie, President, Association for Education by Radio, Department of Radio Education, Detroit Public Schools, Detroit, Mich.

Guy E. Snively, Executive Director, Association of American Colleges, Washington, D. C.

William K. Jackson, President, Chamber of Commerce of the United States, Washington, D. C.

Paul G. Hoffman, Chairman, Board of Trustees, Committee for Economic Development, Washington, D. C.

Kermit Eby, Director of Education and Research, Congress of Industrial Organizations, Washington, D. C.

C. J. McLanahan, Cooperative League of the United States of America, Chicago, Ill.

Edgar Dale, Educational Film Library Association, Bureau of Educational Research, Ohio State University, Columbus, Ohio.

Edward Yoemans, Secretary, Eastern Division, Farmers Educational and Cooperative Union of America, Trenton, N.J.

Bishop G. Bromley Oxnam, President, Federal Council of Churches of Christ in America, New York, N.Y.

Mrs. William Dick Sporborg, General Federation of Women's Clubs, New York, N.Y.

Eric Johnston, President, Motion Picture Association of America, Inc., Washington, D.C.

Ross G. Harrison, National Academy of Sciences, Osborn Zoological Laboratory, Yale University, New Haven, Conn.

Charles H. Thompson, Dean, Graduate School, Howard University, National Association for the Advancement of Colored People, Washington, D.C.

Justin Miller, President, National Association of Broadcasters, Washington, D.C.

The Reverend Edward V. Stanford, Rector, Augustinian College, National Catholic Educational Association, Washington, D.C.

The Very Reverend Monsignor Frederick G. Hochwalt, General Secretary, Department of Education, National Catholic Welfare Conference, Washington, D.C.

Mrs. L. W. Hughes, President, National Congress of Parents and Teachers, Chicago, Ill.

Ward Barnes, Editor, *Eagle Grove Eagle*, National Editorial Association, Eagle Grove, Iowa.

William G. Carr, Associate Secretary, National Education Association, Washington, D.C.

Fred Bailey, National Grange, Washington, D.C.

Mrs. Charles E. Heming, National League of Women Voters, White Plains, N.Y.

Howard Hanson, President, National Music Council, Rochester, N.Y.

Barclay Acheson, National Publishers Association, Director, International Editions, *Reader's Digest*, Pleasantville, N.Y.

Detlev Bronk, Chairman, National Research Council, Washington, D.C.

Frank Weil, National Social Welfare Assembly, New York, N.Y.

Paul F. Homan, Social Science Research Council, Washington, D.C.

Donald M. Nelson, President, Society of Independent Motion Picture Producers, Hollywood, Calif.

Rabbi Herbert S. Goldstein, President, Synagogue Council of America, New York, N.Y.

[Released to the press September 19]

As of September 19, fifteen additional acceptances of membership on the National Commission had been received:

#### *Federal Government Representatives*

David E. Finley, Director, National Gallery of Art

Katherine F. Lenroot, Chief, Childrens Bureau, Federal Security Agency

James E. Murray, United States Senate

Chester E. Merrow, House of Representatives

Thomas Parran, Surgeon General, U. S. Public Health Service

Donald C. Stone, Assistant Director, Bureau of the Budget

Alexander Wetmore, Secretary, Smithsonian Institution

#### *Members at Large*

Charles S. Johnson, Director, Department of Social Sciences, Fisk University, Nashville, Tenn.

Henry A. Moe, Secretary, John Simon Guggenheim Foundation, New York, N. Y.

Mrs. Louise Wright, Executive Secretary, Chicago Council of Foreign Relations, Chicago, Ill.

#### *Representatives from State and Local Governments*

James Frank Dobie, Professor of English, University of Texas, Austin, Tex.

Clarence A. Dykstra, Provost, University of California, Los Angeles, Calif.

Reuben Gustavson, Chancellor, University of Nebraska, Lincoln, Nebr.

George Stoddard, President, University of Illinois, Urbana, Ill.

## *The Department*

### **Appointment of Officers**

William Benton, Assistant Secretary of State for public affairs, announced on September 17 that Oliver McKee has reported for duty as a special assistant in his office.

William P. Maddox has been appointed the new Chief of the Division of Training Services in the Office of the Foreign Service.

The Division of Training Services is the successor to the old Foreign Service Officers Training School and will, under the Foreign Service Act of 1946 recently signed by President Truman, eventuate into the Foreign Service Institute. The Division carries on broad and intensive training programs for all types of Foreign Service and Department of State personnel: orientation lectures, a training course for Foreign Service officers, preparation of specialists for foreign duty, training for clerical personnel, and language instruction.

It is also the purpose of the Division to establish training facilities and services designed to assist in the continuous development of the knowledge and skills of Foreign Service officers throughout their careers. In addition to basic work in Washington, arrangements will be made for specialized training at universities and for reacquainting returnees from abroad with the currents of life and enterprise throughout the United States.

# Publications

## Department of State

During the quarter beginning July 1, 1946, the following publications have been released by the Department:<sup>1</sup>

- 466. Papers Relating to the Foreign Relations of the United States, The Paris Peace Conference, 1919. Vol. VII. 985 pp. \$2.50 (buckram).
- 476. Papers Relating to the Foreign Relations of the United States, 1931. Vol. III, the Far East. cviii, 1091 pp. \$2.75 (buckram).
- 490. The United Nations Conference on International Organization, San Francisco, California, April 25 to June 26, 1945. Selected Documents. Conference Series 83. 992 pp. \$2.75 (buckram).
- 525. Fuel and Vegetable Oil: Agreement Between the United States of America and Argentina—Effectuated by exchange of notes signed at Buenos Aires May 9, 1945; effective May 9, 1945. Executive Agreement Series 495. 17 pp. 10¢.
- 528. Air Transport: Agreement and Exchange of Notes Between the United States of America and Portugal—Agreement signed at Lisbon December 6, 1945; effective December 6, 1945. Executive Agreement Series 500. 10 pp. 5¢.
- 529. Reciprocal Customs Privileges: Agreement Between the United States of America and Haiti—Effectuated by exchange of notes signed at Port-au-Prince August 14 and 24, 1945; effective August 24, 1945. Executive Agreement Series 503. 3 pp. 5¢.
- 532. Cooperative Education: Agreement Between the United States of America and Panama—Effectuated by exchange of notes signed at Panamá November 13 and 14, 1944. Executive Agreement Series 504. 3 pp. 5¢.
- 535. Interchange of Patent Rights, Information, Inventions, Designs, or Processes: Agreement Between the United States of America and the United Kingdom of Great Britain and Northern Ireland Amending the Agreement of August 24, 1942—Signed at Washington March 27, 1946; effective January 1, 1942. Treaties and Other International Acts Series 1510. 10 pp. 5¢.
- 539. European Central Inland Transport Organization: Agreement and Protocols Between the United States of America and Other Powers—Signed at London September 27, 1945; effective September 27, 1945. Executive Agreement Series 494. 64 pp. 15¢.
- 542. Transition from League of Nations to United Nations. By Henry Reiff, Department of State. United States—United Nations Information Series 5. 18 pp. 10¢.
- 545. Preparatory Commission for the United Nations Educational, Scientific and Cultural Organization: Agree-

- ment Between the United States of America and the Other United Nations—Signed at London November 16, 1945; effective November 16, 1945. Executive Agreement Series 506. 16 pp. 5¢.
- 2546. Mutual Aid: Agreement Between the United States of America and the Union of South Africa—Effectuated by exchange of notes signed at Washington April 17, 1945; effective April 17, 1945. Treaties and Other International Acts Series 1511. 4 pp. 5¢.
- 2547. Post-War Economic Settlements: Agreement Between the United States of America and the Union of South Africa—Effectuated by exchange of notes signed at Washington April 17, 1945; effective April 17, 1945. Treaties and Other International Acts Series 1512. 3 pp. 5¢.
- 2548. European Coal Organization: Agreement Between the United States of America and Other Powers—Signed at London January 4, 1946; effective January 1, 1946. Treaties and Other International Acts Series 1508. 9 pp. 5¢.
- 2550. The Problem of German Political Revival. Article by Leon W. Fuller, Department of State. European Series 9. 22 pp. 5¢.
- 2551. American Trade Proposals: A Series of Articles Looking Toward a World Conference on Trade. Commercial Policy Series 88. 23 pp. Free.
- 2552. The Department of State Bulletin, vol. XIV, no. 363, June 16, 1946. 34 pp. 10¢.<sup>2</sup>
- 2553. Diplomatic List, June 1946. 148 pp. Subscription, \$2 a year; single copy 20¢.
- 2554. The Russell Plan for the Organization of Positive Intelligence Research in the Department of State. 5 pp. Free.
- 2555. Parcel Post: Agreement Between the United States of America and Guatemala—Signed at Guatemala October 25, 1945 and at Washington November 30, 1945; effective August 1, 1945. Executive Agreement Series 499. 22 pp. 10¢.
- 2556. Economic Manual: A Guide for Reporting Officers in the Foreign Service of the United States of America (Preliminary Edition). 449 pp., charts. Not available.
- 2557. The Department of State Bulletin, vol. XIV, no. 364, June 23, 1946. 44 pp. 10¢.
- 2558. The Philippines Prepares for Independence. By Edward W. Mill, Department of State. Far Eastern Series 10. 5 pp. Free.

<sup>1</sup> Serial numbers which do not appear in this list have appeared previously or will appear in subsequent lists.

<sup>2</sup> Subscription, \$3.50 a year; trial subscription for 13 weeks, \$1 (renewal only on yearly basis).



2559. Mutual Aid Settlement: Agreements Between the United States of America and the United Kingdom of Great Britain and Northern Ireland Together With Joint Statement dated December 6, 1945—Agreements signed at Washington March 27, 1946. Treaties and Other International Acts Series 1509. 48 pp. 15¢.
2560. United States Atomic Energy Proposals. Statement of U.S. Policy on Control of Atomic Energy as Presented by Bernard M. Baruch, Esq., to the United Nations Atomic Energy Commission June 14, 1946. The United States and the United Nations Report Series No. 2. 12 pp. Free.
2561. The Department of State Bulletin, vol. XIV, no. 365, June 30, 1946. 38 pp. 10¢.
2562. Provisional Administration of Venezia Giulia: Agreement Between the United States of America, the United Kingdom of Great Britain and Northern Ireland, and Yugoslavia—Signed at Belgrade June 9, 1945. 2 pp. and map. 5¢.
2563. The Department of State Bulletin, vol. XV, no. 366, July 7, 1946. 43 pp. 10¢.
2564. Former Proclaimed List Nationals and American Foreign Trade. By George N. Monsma, Department of State. Commercial Policy Series 89. 6 pp. Free.
2565. Air Services Agreement Between the United States of America and the United Kingdom of Great Britain and Northern Ireland and Final Act of the Civil Aviation Conference held at Bermuda January 15 to February 11, 1946—Agreement signed at Bermuda February 11, 1946; effective February 11, 1946. Treaties and Other International Acts Series 1507. 20 pp. 10¢.
2566. Voluntary War Relief During World War II. A report to the President by the President's War Relief Control Board, Washington, D.C., March 1946. 73 pp. 15¢.
2567. The Department of State Bulletin, vol. XV, no. 367, July 14, 1946. 36 pp. 10¢.
2568. Foreign Service List (Abridged), May 1, 1946. 80 pp. 15¢.
2569. Diplomatic List, July 1946. 149 pp. Subscription, \$2 a year; single copy 20¢.
2570. The Department of State Bulletin, vol. XV, no. 368, July 21, 1946. 56 pp. 10¢.
2571. Report to Congress on Foreign Surplus Disposal, July 1946, Office of the Foreign Liquidation Commissioner, Department of State. 66 pp. 15¢.
2572. Paris Conference of Foreign Ministers, June 15–July 12, 1946. Report by the Secretary of State. Conference Series 87. 20 pp. Free.
2573. Organizing the United Nations. A series of articles from the Department of State Bulletin. United States–United Nations Information Series 6. 57 pp. 25¢.
2574. The Department of State Bulletin, vol. XV, no. 369, July 28, 1946. 55 pp. 10¢.
2575. Air Transport Services: Agreement Between the United States of America and Denmark Amending the Agreement of December 16, 1944—Effectuated by exchanges of notes signed at Washington October 23 and December 5, 1945 and March 21, 1946; effective March 21, 1946. Treaties and Other International Acts Series 1519. 3 pp. 5¢.
2576. Foreign Consular Offices in the United States, April 1, 1946. 51 pp. 15¢.
2577. Civil Administration and Jurisdiction in Liberated Norwegian Territory: Memorandum of Agreement Between the United States of America and Norway—Signed May 16, 1944. Treaties and Other International Acts Series 1514. 4 pp. 5¢.
2578. The Department of State Bulletin, vol. XV, no. 370, August 4, 1946. 48 pp. 10¢.
2580. Diplomatic List, August 1946. 153 pp. Subscription, \$2 a year; single copy 20¢.
2581. The Department of State Bulletin, vol. XV, no. 371, August 11, 1946. 48 pp. 10¢.
2582. In the Minds of Men. By Dorothea Seelye Franck, Department of State. Near Eastern Series 3. 14 pp. Free.
2583. The Present Status of German Youth. By Henry J. Kellermann, Department of State. European Series 11. 25 pp. Free.
2584. The Distribution of Reparation from Germany: The Paris Agreement on Reparation from Germany, and the Inter-Allied Reparation Agency, articles by John B. Howard, Department of State; and the Final Act of the Paris Conference on Reparation. European Series 12. 21 pp. Free.
2585. Biographic Register of the Department of State, October 1, 1945. 350 pp. 55¢.
2586. Regulation of Production and Marketing of Sugar: Protocol Between the United States of America and Other Powers Prolonging the International Agreement of May 6, 1937—Signed at London August 31, 1945; ratified by the President of the United States May 1, 1946; proclaimed by the President of the United States June 10, 1946. Treaties and Other International Acts Series 1523. 5 pp. 5¢.
2587. Purchase of Natural Rubber: Agreement Between the United States of America and the Netherlands—Effectuated by exchange of notes signed at Washington January 28 and February 9, 1946. Treaties and Other International Acts Series 1524. 2 pp. 5¢.
2588. The Department of State Bulletin, vol. XV, no. 372, August 18, 1946. 52 pp. 10¢.
2589. Understanding Among Peoples—How Can We Increase It? Foreign Affairs Outlines No. 6. United States–United Nations Information Series 8. 4 pp. Free.
2591. New Horizons for World Trade. Commercial Policy Series 90. 12 pp. Free.
2592. The Department of State Bulletin Index, vol. XIII, nos. 314–340, July 1–December 30, 1945. 36 pp. Free.
2593. The United Nations for Peace and World Progress (a poster). 1 p. Free.
2594. Haitian Finances: Supplementary Agreement Between the United States of America and the Republic of Haiti Modifying the Agreement of September 13, 1941—Signed at Port-au-Prince May 14, 1946. Treaties and Other International Acts Series 1521. 2 pp. 5¢.

2595. International Trade and the British Loan. Commercial Policy Series 91. 10 pp. 10¢.
2596. The Department of State Bulletin, vol. XV, no. 373, August 25, 1946. 48 pp. 10¢.
2598. Suggested Charter for an International Trade Organization of the United Nations, Department of State, September 1946. Commercial Policy Series 93. 47 pp.
2600. The Economic and Social Council of the United Nations: Report to the Secretary of State by the Honorable John G. Winant, United States Representative on the Council, July 15, 1946. The United States and the United Nations Report Series 3. 74 pp. 20¢.
2607. The Department of State Bulletin, vol. XV, no. 374, September 1, 1946. 44 pp. 10¢.
2610. The Department of State Bulletin, vol. XV, no. 375, September 8, 1946. 40 pp. 10¢.

## TREATY SERIES

963. Charter of the United Nations and Statute of the International Court of Justice—Signed at San Francisco June 26, 1945; Ratified by the President of the United States August 8, 1945; Proclaimed by the President of the United States October 31, 1945; effective October 24, 1945. 188 pp. 5¢.

The Department of State publications entitled *Treaty Series* and *Executive Agreement Series* have been discontinued. The *Treaties and Other International Acts Series* has been inaugurated to make available in a single series the texts of treaties and other instruments (such as constitutions and charters of international organizations, declarations, agreements effected by exchanges of diplomatic notes, et cetera) establishing or defining relations between the United States of America and other countries. The texts printed in the present series, as in the *Treaty Series* and *Executive Agreement Series*, are authentic and, in appropriate cases, are certified as such by the Department of State. The *Treaties and Other International Acts Series* begins with the number 1501, the combined numbers in the *Treaty Series* and *Executive Agreement Series* having reached 1500, the last number in the *Treaty Series* being 994 and the last number in the *Executive Agreement Series* being 506.

The Department of State also publishes the United States Statutes at Large, which contain the laws of the United States and concurrent resolutions of Congress, proclamations of the President, treaties, and international agreements other than treaties. The Statutes are issued after adjournment *sine die* of each regular session of Con-

gress. The laws are also published in separate prints, popularly known as slip laws, immediately after enactment. These are issued in two series: Public Laws and Private Laws, consecutively numbered according to the dates of approval or the dates upon which bills or joint resolutions otherwise become law pursuant to the provisions of the Constitution. Treaties also are issued in a special series and are numbered in the order in which they are proclaimed. Spanish, Portuguese, and French translations, prepared by the Department's Central Translating Division, have their own publication numbers running consecutively from 1. All other publications of the Department since October 1, 1929 are numbered consecutively in the order in which they are sent to press; in addition, some of them are subdivided into series according to general subject.

To avoid delay, requests for publications of the Department of State should be addressed direct to the Superintendent of Documents, Government Printing Office, Washington 25, D. C., except in the case of free publications, which may be obtained from the Department. The Superintendent of Documents will accept deposits against which the cost of publications ordered may be charged and will notify the depositor when the deposit is exhausted. The cost to depositors of a complete set of the publications of the Department for a year will probably be somewhat in excess of \$15. Orders may be placed, however, with the Superintendent of Documents for single publications or for one or more series.

The Superintendent of Documents also has, for free distribution, the following price lists which may be of interest: Foreign Relations of the United States; American History and Biography; Laws; Commerce and Manufacture; Tariff; Immigration; Alaska and Hawaii; Insular Possessions; Political Science; and Maps. A list of publications of the Bureau of Foreign and Domestic Commerce may be obtained from the Department of Commerce.

## The Foreign Service

### Consular Offices

The American Consulate in Tsingtao, China, has been raised to the status of Consulate General effective August 31, 1946.

## Nazi Conspiracy and Aggression: Volume IV

Volume IV of *Nazi Conspiracy and Aggression*, second to be published of a series of eight volumes containing English translations of all the documentary evidence collected by the American and British prosecuting staffs for the recent trials of the major Nazi war criminals now awaiting the verdict at Nürnberg, has been released for publication by the Office of the United States Chief of Counsel for Prosecution of Axis Criminality, the War Department announced.<sup>1</sup>

Documents telling of the detailed plan which sent men across the Caucasian frontier to assassinate Joseph Stalin, and of other equally sensational but frustrated plans of the Axis hierarchy, are in this volume.

The series makes available to the Allied world the documented story of Nazi Germany and is primarily concerned with the activities of the leaders of the German Reich. These are the documents which caused the International Military Tribunal to sit in judgment on these leaders. In

addition, the volumes contain much general information giving answer to the questions which occurred in the minds of those outside the heavy censorship of the former aggressors.

The first two volumes, yet to be published, will offer explanatory material in essay form, giving the background for and explaining the documents which occur in the rest of the series. The documents will cover the methods used by the Nazi conspirators to gain control of Germany, their political purge, destruction of unions, persecution of minorities, their collaboration with other aggressor nations, slave labor and concentration camps, and the plans of aggression and destruction which launched the past war.

The series, when completed, will stand in history as an eternal indictment against the war criminals who brought immeasurable horror to the world and its innocent peoples, and will stay with us as an everlasting reminder that such criminal aggressors of the future must be put down before they can become strong enough to bring similar horror to the world and threaten the rights of free men.

<sup>1</sup> Vol. III was released in August; see BULLETIN of Aug. 25, 1946, p. 379.

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